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ABSTRACT

This report describes the results of three meetings among eight national education organizations (American Association of Colleges for Teacher Education, American Educational Research Association, American Federation of Teachers, Association of Teacher Educators, Council of Chief State School Officers, National Association of State Boards of Education, National Education Association, and National School Boards Association) in which 20 challenges to teacher education and staff development were identified. The first part of the report focuses on recommendations, emerging from the meetings, for dealing with these challenges, which are listed and embellished upon. The second part of the report examines practices and proposals for the reform of teacher education and staff development, using the 20 challenges as a common analytical framework. Also included in the second part is a review of comments and analyses expressed by conferees about current teacher education practices along with illustrations of how the 20 challenges can be used for conducting future analysis and for formulating new designs for teacher preparation and development. The report's third section presents guidelines for future discussion about reforms in educating teachers and ideas and guidelines for future conferences. An appendix describes the conferences that identified the 20 challenges, and references are included. (JM)

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Challenging How Teachers Are Educated

A SOURCE FOR DIALOGUE AND ACTION

by G. Thomas Fox Jr.

American Association of Colleges for Teacher Education
American Educational Research Association
American Federation of Teachers
Association of Teacher Educators
Council of Chief State School Officers
National Association of State Boards of Education
National Education Association
National School Boards Association

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CHALLENGING HOW TEACHERS ARE EDUCATED:

A SOURCE FOR DIALOGUE AND ACTION

by G. Thomas Fox, Jr.

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Second, I wish to acknowledge the help of all participants in these conferences with the various drafts of this report, especially Marilyn Rauth and Myrna Cooper of the American Federation of Teachers and Bob McClure and Dave Darland of the National Education Association. If this report can be used by teachers, the active involvement of these four will be a major reason why.

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CHALLENGING HOW TEACHERS ARE EDUCATED:
A SOURCE FOR DIALOGUE AND ACTION

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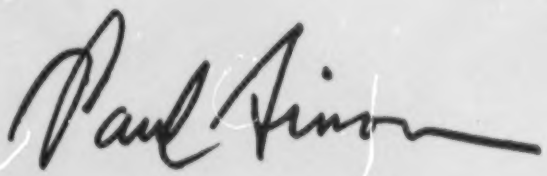
FOREWORD

If the future of the nation in large measure depends on education—as most people agree—and if the most important ingredient in education is the teacher—as few deny—then what happens in teacher education should be of major concern to all Americans. This report by G. Thomas Fox, Jr. examines teacher education in our nation today, and challenges education professionals to take a fresh and aggressive approach to reform in teacher education.

For a variety of reasons the United States is not attracting its finest and brightest into the teaching profession. Moreover, our education system fails to keep enough good teachers in the profession. This is not to suggest that we do not have many fine, bright, dedicated teachers. But the overall picture is disappointing. Inadequate pay for teachers is obviously part—a key part—of the problem. But the trouble runs deeper than that.

The impression held by many academicians that teacher education courses are "mickey-mouse"—a phrase I hear over and over—suggests problems with both the substance and image of teacher preparation programs. These problems demand our attention.

This document raises serious questions about current practices in the preparation of the nation's teachers. I hope that these questions will stimulate a searching examination of where the nation must go, and what it must do, in the crucial field of teacher preparation.



Paul Simon
Chairman
Subcommittee on Postsecondary Education
Committee on Education and Labor
U.S. House of Representatives

PREFACE

Passion is not altogether a bad emotion to maintain when writing about educational matters, but too much can obscure the thought intended. In writing this report, passion twice came into play. It was encountered in the author's own serious commitment to the influential role of teachers in education. It was encountered again in the strong commitments expressed by participants in a series of conferences upon which this report is based. This writer had to grapple with how to communicate the impassioned concerns, inherent conflicts, and unexpected agreements among conference participants balanced by the rational and carefully considered recommendations they made for public dialogue on the topic of teacher education reform. The report goes beyond a simple chronicling of conference proceedings and provides illustrations of what participants would like to see happen.

The first part of this report is derived primarily from the conferences. It focuses quite quickly on the recommendations that emerged from the meetings: that continued debates on the preparation and continuing education of teachers take place among various constituents of education. Furthermore, the recommendations call for the debate to deal with 20 separate challenges to the reform of teacher education and staff development. The 20 challenges—thoughtful and rational products of these conferences—are spelled out. Immediately following are some revelations of what was behind the heart of the conferees' concern about how teachers are taught. In this manner, both the thoughtful and the passionate tones of these conferences have been established early in the report.

The second part of the report, an analysis of practices and proposals that use the 20 challenges as a common framework, moves beyond reporting. Using the 20 challenges as a framework, part two starts out by reviewing the comments and analyses expressed by conferees about some current teacher education practices. Although certain judgments may appear harsh, they were expressed that way during the conferences. The analyses that appear in the latter part of part two, however, are based primarily on the views of this writer. Conference participants referred briefly to the documents and program experiences analyzed here, but the analyses must be considered to be principally one person's—this writer's—point of view. They are illustrations of how the 20 challenges can be used for conducting future analyses and developing new designs for teacher preparation and development.

Part three relies principally upon the writer's views, but it was developed in direct response to requests from conference participants. Conference participants wanted a report that could serve as a guideline for future discussion about reforms in educating teachers. In short, it was to be a source for future conferences. Additionally, conference participants had raised many questions during the conferences about how to respond to the 20 challenges. This writer took the questions and placed them under each of the 20 challenges where they can serve as guideposts for future discussions of how to educate educators. Some ideas and guidelines for future conferences are set down, based upon the advice of conference participants.

Strange as it may seem, the description of the conferences, found in the appendix, caused the greatest concern. The question was not whether the description was accurate, but whether it was necessary. Active decisionmakers, some participants emphasized, could care less about someone else's conferences. Other participants argued that the recommendation for more conferences to be based on the 20 challenges required a description of the origin of the challenges as well as suggestions on what to expect from the experience of meetings of this kind. The accommodation reached between these two points of view was to include the description of the conferences, but to label it an appendix.

By including the conference description as an appendix, it makes it possible for interested readers to find out how the 20 challenges were constructed. The description tries to capture some of the meeting dynamics as well as the tone of the dialogue which eventually centered on the 20 challenges. It ends with lessons learned and recommendations for future action.

When it came to deciding how the references used in this report would be cited, a compromise between passion and careful consideration was notably necessary. Some participants wanted footnotes and references stated in a scholarly format in order to demonstrate the serious and deliberate nature of the work. Others wanted no such academic barrier to report readers: they wanted the concern, debate, ideas, and questions presented more immediately. Since the readership was to be diverse, a compromise was struck in which references were removed from the text (except for direct references, and then only by name), organized by topic, and placed at the end of the work. References cited were the primary sources used by this writer.

Finally, this writer acknowledges along with the other participants in the conferences, that in the best of worlds we could have hoped for more to have been done. No formal agreements, for example, have yet been reached by participating organizations for continued conferences on the national level. Organizations not represented in the initial conferences have not yet been formally contacted, although the Educational Forum, an informal network of numerous national education groups, has been apprised of this report and its recommendations. More important, we cannot be sure if this report, indeed, will stimulate discussion and concern by the rank and file members of the organizations to the degree we think necessary.

If similar conferences are held, teacher education and staff development will be served well beyond what could have been reasonably expected when the conferences were planned in 1981. When the passion for improving the education of teachers is shared by more educators and more citizens, and when necessary conflicts and careful deliberations result, then the purpose for this report will have been exceeded. That purpose is to encouarge real reforms in how teachers are educated, reforms that will benefit the teachers and students of tomorrow.

Tom Fox

SECTION 1

Twenty Challenges to Teacher Education and Staff Development

Introduction

On December 18, 1981, executives from nine national education organizations met in Washington, D.C. to consider the need for dialogue among their respective groups on teacher education and staff development. On the same day, more than 2 million teachers were at work in their classrooms teaching and grading papers of 45 million children; 50,000 professors were reading, writing, or teaching in their respective schools of education; more than 60,000 school administrators were returning calls, designing programs, or meeting with the public; 50 state superintendents were poring over staff budgets, state and federal regulations, or talking with legislative representatives; many thousands of citizens were reviewing school district and state educational reports and budgets, and preparing for upcoming board meetings; and millions of parents were looking forward to hearing what their children had done in school that day.

How did these nine executives who met in the nation's capital hope to link teacher education and staff development with the everyday work circumstances of the people they represented? How was this meeting to tie into the daily activity of educating our nation's children? What these officials met to discuss—teacher education and staff development—affect the status, work conditions, and the educational experiences of all educators. Just how teachers are educated touches on everyone in education—students and the public alike. Good, bad, or indifferent, the kind of education experienced by teachers is critical to the issues facing American eduation in the decades ahead. Whether teacher, parent, board member, state school officer, school administrator, or school of education professor; the form, substance, and quality of teacher education affects what we can do to continue to build quality into the education that students experience in our nation's schools.

The nine organizations involved in this meeting included teacher organizations (American Federation of Teachers and National Education Association), teacher educators (American Association of Colleges for Teacher Education and Association of Teacher Educators), school board members (National Association of State Boards of Education and National School Boards Association), school

and state administrators (American Association of School Administrators and Council of Chief State School Officers) and educational researchers (American Educational Research Association). The executives of these nine organizations were meeting to decide whether to participate in a project called the Agendas for Teacher Education Project. They were there to listen to the purpose of the proposed Agendas Project, to offer suggestions for the conduct of this project, and to identify an organizational representative to participate if they decided that was in the interests of their respective organizations.

The Agendas for Teacher Education Project became a series of conferences among these organizations on the issues of teacher education and staff development and the possibilities for their reform. In this context, teacher education refers to the preparation teachers and other educators received before certification; staff development refers to the range of services planned to enrich the professional understanding and work of all educators, especially teachers. The stimulus for the Agendas Project was the demise of the federal Teacher Corps program that ran from 1965 to June 1982. Aimed at reforming certain practices in teacher education and staff development, the Teacher Corps program was intended specifically to improve initial preparation and staff development opportunities for teachers of students from low-income communities. Administrators of the Teacher Corps program did not want to see the efforts of their 17 years forgotten; it was they who funded the Agendas Project.

The focus of the proposed set of conferences was expected to be on a recently completed, three-year evaluation of the Teacher Corps program. The stated purpose of the conferences was "to engage specific professional organizations in analyzing the results of the Teacher Corps Evaluation Study and in integrating the results with their own policies from their own frames of reference."

Eight of the nine organizations decided to become involved. (The American Association of School Administrators chose not to participate.) Their respective representatives participated in three subsequent two-day conferences held in February, April, and May 1982. Although the conferences began with the Teacher Corps evaluation study, the participants widened the range of discussion to include the general condition of teacher education and staff development in the U.S. today, as well as the need and opportunities for their reform.

This report was intended initially to document the meetings, but participants from the eight organizations requested a publication with a broader scope. As they realized the value in comparing and contrasting their views on the important characteristics of teacher education and staff development, they wanted this report to support more dialogue within and among their respective organizations. The appendix of this report relates the substance of the December planning meeting and the three subsequent conferences, while the body describes the results of the conferences and how to carry on the dialogue this group began.

Thus, this report has been prepared as a source for discussion. Its purpose is to stimulate debate and serious consideration of teacher education and staff development by many more people with a stake in these practices and in their influences on the education of students. If this report is successful—the eight participants in the conference kept repeating—much more open and public debate will be heard on teacher education and staff development. Only through continued public debate within and among the respective organizations in local as well as state and national settings can critical analyses be expected and creative actions be taken to respond to the serious challenges facing teacher education and staff development.

Twenty challenges to the reform of teacher education and staff development were identified by the conference participants. The basic contribution of these conferences is in the specificity and in the range of these 20 challenges. When considered together, the 20 challenges can form a substantial framework for discussion, for analysis, and for the design of specific reforms in the practices of teacher education and staff development.

The Twenty Challenges

Twenty challenges to teacher education and staff development were formed by

representatives from eight different national educational organizations in three meetings. By the end of the third meeting, and after extensive debate, the group had isolated 20 provocative summonses for action, or challenges, requiring the attention of individuals and organizations seeking reforms in teacher education and staff development. These challenges are as follows:

1. To focus teacher education and staff development on the school as the workplace;
2. To ensure the academic, professional, social, and technological literacy of all educators;
3. To recognize and respond to transitions in the development of educators;
4. To continue the education of the entire profession;
5. To maintain democratic values in education;
6. To ensure equal access and educational opportunity for children, for educators, and for schools;
7. To make explicit the goals and missions of education;
8. To identify who ought to teach;
9. To identify who ought to teach teachers;
10. To respect the academic freedom of educators;
11. To involve the community in the education of educators;
12. To ensure that the institutions comprising our educational system collaborate;
13. To design a governance procedure for teacher education and staff development that is consistent and practical;
14. To make time for teacher education and staff development;
15. To use research in teacher education and staff development;
16. To disseminate experience, knowledge, and understanding of educational practices and their consequences;
17. To inform the public about the role of teacher education and staff development in the education of their children;
18. To apply credible standards to teacher education and staff development;
19. To accredit and approve teacher education and staff development programs in a manner consistent with the other challenges;
20. To fund teacher education and staff development appropriately.

The significance of these 20 challenges is in their number, their specificity, their inclusiveness, their usefulness in analyzing alternatives to teacher education and staff development, and their potential for stimulating creative new approaches. Considering the discussions of these meetings, participants suggest that not one, two, or five, but all 20 challenges need to be considered in future dialogue and plans for action. As discussion progressed, participants found that their initial attention to only a few challenges limited their view of possible reforms. The following defines each of the 20 challenges.

Challenge 1. To focus teacher education and staff development on the school as the workplace. The preparation and continuing education of teachers and all educators should recognize, respect, and address the practical nature of teaching and the places where such work occurs. The challenge is not only to understand the characteristics of the workplace, but also to respond creatively in constructing environments that support the work of teachers. The fact is that the school setting has critical consequences for the work of teaching, and that this setting includes more than the single classroom. Thus, one necessary feature of this challenge is to address the entire school as a unit of educational concern as well as the individual teacher. Certain organizational characteristics of the schools may need to be changed if they contribute to poor working conditions of teachers and students. A significant aspect of this challenge will be to establish closer ties between the work of school professionals and teacher educators and researchers in colleges and universities. Ultimately, this challenge may require dramatic restructurings of institutions that prepare teachers as well as those institutions where teachers work.

Challenge 2. To ensure the academic, professional, social, and technological literacy of all educators. The emphasis of this challenge is on identifying what is important in the education of those who are responsible for the education of our young. The challenge is partly one of prioritizing what is important in the educational experience of educators, and partly one of finding basic and essential features in an educator's education from which the students can expect to benefit. One essential feature is how to apply critical thought to problematic, human situations, the kind of situations that are met daily in our schools and classrooms. In traditional terms, the challenge is to identify a curriculum for teachers, including, for example, the humanities, arts, physical and life sciences, human development, and social sciences such as anthropology, economics, history, and sociology. A concurrent challenge is how to measure knowledge and understanding of these basics. But first we must find agreement on what is crucial and fundamental to know, even what is meant by "to know." Is it personal understanding, for example, or is it engendering similar knowledge in others? A significant feature of this challenge is how to address literacy in terms of whole faculties, rather than in terms of a single teacher. Since it is a network of teachers who provide a student's accumulated educational experiences, it should be this network that is the focus of attention and concern (with the obvious implication that a range of educational experiences and special areas of understanding may be preferable to a single set of experiences met many times by a student).

Challenge 3. To recognize and respond to transitions in the development of educators. A tremendous gap separates the experience, training, and education necessary to be a teacher and the actual practice of teaching. Educators need support and attention during times of change in their professional lives: passage from student to teacher, the time leading up to certification, the time between being an experienced teacher and a master teacher, or the transition from teaching children to teaching teachers or investigating teaching practices. To meet this challenge, three types of actions may be necessary: to understand and appreciate the significant times in an educator's life when serious professional changes in circumstance occur; to create a more realistic breakdown of professional specialties and responsibilities of educators—especially of teachers—and show support through professional recognition, salary schedules, and benefits; and, lastly, to design effective educational programs for educators undergoing transitions.

Challenge 4. To continue the education of the entire profession. The education of children and youth depends in large part on the education experienced by the adults with whom they work. The education of educators is not merely a training period before the real work is done: It is a way of working that either is supported by their work conditions or it is not. Curiosity, questioning, considering others' views, constructing and revising one's frame of reference are necessary in an educator's work. Every educator should have opportunities to experience the joys in working with their curiosity and imagination along with the frustration of repeated demonstrations of their ignorance. We haven't even spoken, yet, of the need to keep up with new understandings about children, youth, and the educational process or with advancements in the content of subjects taught. A signficant part of this challenge is to ensure that education periodically experienced by adult educators can become integrated into the experiences of the students they serve. To support this integration will take imagination, continued effort, and, perhaps, more knowledge about how the education of educators influences the education of students than we now have. It would also help to better understand how the periodic regeneration of educators occurs as well as its consequences for the students' education.

Challenge 5. To maintain democratic values in education. Democratic values include respect for all persons, their autonomy, and their right to a full life; a sense of responsibility to one's community; and a determined respect for minority viewpoints expressed on public issues as well as for majority views. In our society, it is the educator, not the police officer, the doctor, or the politician who communicates fundamental values most directly and

powerfully to students. Furthermore, such democratic values are either enhanced or they are negated through the educational experiences of our children and youth; there is no such thing as a neutral school experience in democratic values. If educators are to communicate democratic values in no uncertain terms, first they must understand the values themselves, and second they must understand how their actions and attitudes relate to these values.

Challenge 6. To ensure equal access and educational opportunity for children, for educators, and for schools. This challenge refers to access to educational resources, experiences, and persons that, when combined, enrich the lives of all children in the United States. The goal of equal access is to allow all people the opportunity to compete successfully for work and attain personal satisfaction as adults. If some students have more access to educational resources than others, then society will suffer as well as the individual. Teacher education and staff development programs can stress how educational resources can be realistically provided to all students in the same classroom, program, or in similar school settings. Another level of this challenge is to grant teachers equal access to the resources and experiences of fellow educators. Children will experience equal access to educational resources to the extent that their teachers experience equal access. Thus, this challenge refers to the distribution of educational opportunities for professional educators as well as for students. A third part of this challenge is community access to educational resources. Regardless of the location of a school, it should receive an equal distribution of educational resources and opportunities. Staff development and teacher education can serve effectively to distribute educational resources and opportunities more evenly among schools, among teachers, and among children.

Challenge 7. To make explicit the goals and missions of education. The more that educators know precisely their goals for the children in their charge, that is, the goals are clearly determined, realistic, and supported by definite institutional mission, the more can teacher education and staff development be effectively focused. But setting scrupulously exact educational goals is perhaps more than we can expect. What we can expect is to be explicit, to have our educational goals and missions publicly stated, and commonly understood. To do this, however, would require the effort of all interested parties in our society and would probably require ongoing public dialogue on the goals of education and the missions of our educational institutions. Making explicit educational goals and missions may require new definitions for and different arrangements of the responsibilities of our educational institutions and the educators within them. The research mission of schools of education, for example, may need to be shared with schools and school personnel. In meeting this challenge, a universal or final acceptance of publicly understood goals should not be expected. Instead, the clarity that grows from dialogue should advance the state of education by pointing out the precision with which some goals may be stated, but also the necessarily public nature of all goals and missions in education.

Challenge 8. To identify who ought to teach. There are three parts to this challenge. The first is to identify reliable characteristics of good teaching: that is, teaching performance that can be expected to be effectively related to the quality of education experienced by students. The range of personal characteristics, beliefs, experiences, and attitudes that may lead to such teaching performance may be far broader than many educators believe. A second part of this challenge is to attract as wide a representation of candidates for teaching as is possible, given the spectrum of cultural, racial, and prior national backgrounds of populations in the U.S. The third part of this challenge is very difficult: to enforce adherence to standards deemed appropriate for effective teaching. This includes a process for removing those who do not meet such standards. To do this fairly would require accurate, reliable, and valid performance characteristics and a justifiable judgment process. All three parts must be dealt with if this challenge is to be effectively met. Teacher licensure is a response to this challenge. Included in this response is the question of the role of the school of education in determining who ought to teach. Should this decision be based at the beginning or at the end

of the program or should it not be made at all by schools of education? One response to this challenge is to identify valid and reliable teaching performance characteristics through a variety of methods, including deliberation with experienced teachers. Considering the complexities of teaching, what we now know and can reliaby observe is primitive, yet still helpful in many cases. Although developing responses based upon valid and reliable characteristics may take time, there are procedures now being used that may prove effective for teacher licensing at the local, state, or even national level.

Challenge 9. To identify who ought to teach teachers. The response to this challenge depends upon the response to the challenge of identifying who ought to teach. If the education of teachers is important to their effectiveness with students, then the response to this challenge is important. You don't have to believe that teachers only teach as they have been taught to understand that the quality of teaching performed by teacher educators is not exempt from the same concerns as the quality of instruction coming from our primary and secondary school teachers. What teacher educators teach, how they teach, and how they cultivate a respect for learning and a passion for teaching can be critical to the professional lives of their students—who are our future teachers. Developing valid and reliable criteria for selecting teacher educators is a part of this challenge, as it was for the previous one. Creating the means to retain the more qualified in teacher education, to enforce adherence to standards deemed appropriate, and to remove those who do not meet such standards, is also part of this challenge. If work on developing teaching performance criteria for teachers is crude compared to the complexities of teaching, work on developing similar criteria for teacher educators has barely begun. Characteristics may not be the same because the students are not similar in age or experience.

Challenge 10. To respect the academic freedom of educators. Academic freedom—the right of teacher or student to be free from external or institutional coercion, censorship, or other forms of restrictive interference in academic matters—has a tradition in our society. One need only consider the past to realize that academic freedom is required for intellectual inquiry and needs constant attention for protection. Although the right of a teacher or student to be free from external or institutional coercion is an ideal never fully realized in any society or institution, restrictive interference need not be tolerated. Included in this challenge is the responsibility of educators to guard against the restrictions they (unwittingly) place on themselves. Educational institutions can be judged on how the academic freedom of their employees is respected and maintained. Part of this challenge is to distribute academic freedom more widely within the educational profession, in particular to educators who work in schools. A concomitant consequence of protecting academic freedom in schools would be to increase the responsibilities for—and the benefits of—intellectual inquiry by school teachers. In education, however, the challenge is further complicated by the dilemma that academic freedom leads to faculty individuality and autonomy which in turn works against educational reform. Can educators find ways to respect academic freedom that can lead to institutional cooperation and programmatic improvement as well? A successful response to this challenge would provide a positive answer that is just as true for educators in schools as it is for educators in schools of education.

Challenge 11. To involve the community in the education of educators. Although the citizenry is involved by law in school decisionmaking, citizen involvement in the education of teachers and other educators is not yet as meaningful or accepted. To address this challenge, we must recognize the significant contributions that the community can and does make to the education of educators. One essential feature of this challenge is to involve the community in educating educators who are not familar with one or more cultures being served by the community's school. Another part of this challenge is to develop practical and effective ways in which staff development and teacher education can build an understanding of (a) the specific communities served by educators, and (b) the symbiotic relationships between these communities and the educational processes, institutions, and experiences of

students. The responsibility includes teaching educators how to work with the community in the formal education of their children and youth. A final part of this challenge is to keep the community informed about the current state of knowledge (and ignorance) being incorporated into the education of educators. How the community is meaningfully involved in teacher education and staff development efforts will depend on how they are kept informed of the contributions being made through educational inquiry and reflective experience.

Challenge 12. To ensure that the institutions which comprise our educational system collaborate. Intrainstitutional cooperation must exist between schools and schools of education if educators are to be trained effectively. The term "collaboration" implies that fundamental differences exist in missions, roles, and responsibilities of the various educational institutions. The assumption behind this challenge is that much could be accomplished if these separate entities would pool their respective resources. Of course, it is nearly inevitable in teacher education and staff development that schools and schools of education are both involved. The challenge is to ensure that the collaboration is smooth, natural, and demonstrably beneficial to educators and students and that it is institutional rather than personal. In particular, school staff development has had too many individual entrepreneurs from schools of education and too few holistic commitments from schools of education or institutions of higher education. Another part of this challenge is to prepare all educators to cooperate with educators from differing institutional and professional contexts, to teach them, in short, how to collaborate. Responses to this challenge may require that the operating procedures of educational institutions (particularly schools of education) be revised, their missions be reconstructed, and new professional roles be created to make collaboration for teacher education and staff development more efficient and more effective. One reason for this need is that the criteria for tenure and promotion of school of education faculty do not readily lend themselves to collaboration.

Challenge 13. To design a governance procedure for teacher education and staff development that is consistent and practical. Every group represented in the discussions which led to this report is responsible in some way for teacher education and staff development. This challenge addresses the need for governance procedures that are consistent with the other challenges and that reflect the legitimate claims of interested parties to have a voice in making decisions about teacher education and staff development. At present, schools of education exercise relative autonomy over their teacher education programs and school districts over their staff development programs. Meanwhile, state legislatures pass laws that influence both. Is this complex response the best we can do? Perhaps joint governance could be better, as it would provide consistency, regularity, and stability. Clearly, this is a complicated challenge requiring creative ideas as well as tough negotiations and compromise among the various interested parties.

Challenge 14. To make time for teacher education and staff development. This challenge contains nothing complex. It simply says that educators must be allowed time to engage in educational opportunities. Participation in educational programs related to the educator's work must be encouraged and supported as part of the job of teaching. Time for professional development must be made available for teachers and must be implicit in the job descriptions of all educators. While this is accepted for many school of education professors engaged in research, it is not as common for educators working in elementary and secondary education. Thus, this challenge seeks distribution of educational opportunity to all educators, especially those who work daily with students and from whose personal enrichment students may gain the most. Part of this challenge is to pick the most effective times for participation. In some circumstances, the timing is critical—for example, an internship that student teachers complete before certification. Time is also of the essence immediately following a staff development program, when educators need time to plan, revise, and adapt their new understandings to their everyday practice. In summary, the

seriousness of this challenge is found in the time required for understanding to be gained and then to be effectively placed into the professional routines of educators.

Challenge 15. To use research in teacher education and staff development. Research is process and attitude as well as the occasional residue of more clear understanding of the learning processes and their relationships to specific educational practices. In education, "research" can include individual inquiries, large-scale field studies, syntheses of hundreds of studies on single themes, program evaluations, self-analyses and reflective studies on educational practices, philosophical inquiries and results applied from fields outside of education (such as linguistics, computer technology, economics, sociology, anthropology, history, and more). Although the sources for improving educational knowledge and understanding can be overwhelming in their variety, they also open up opportunities.

The challenge to use research includes three separate parts. The first part is to have teacher education and staff development programs convey research to teachers and to help them translate the results, transmit processes, and convey attitudes of research into classroom actions. A second part of the challenge is to apply research to the practices of staff development and teacher education. The education of educators can benefit from scrutiny of its own practices. The third part of this challenge is to integrate the processes and attitudes of modern research—including practical curiosity about the processes of education and a healthy skepticism about what we think we know—into the work of all educators. Once that is done, more educators can be involved in research. The challenge, in short, is to make the results, processes, and attitudes of inquiry practical and available to all educators. Finally, what must be recognized is that a significant part of this challenge is directed to those who currently perform educational research. It is the responsibility of researchers to recognize, first, that educational research gives no prescription but rather an opportunity for reflection on its implication for classroom action. Second, educational researchers are accountable for the misapplications of their work, as well as for the effective applications.

Challenge 16. To disseminate experience, knowledge, and understanding of educational practices and their consequences. In education, dissemination refers to two-way lines of communication. A free exchange is necessary because information held by teachers is necessary for understanding the how and why of classroom actions. As research is showing, effective dissemination in education addresses and builds upon the theories and underlying assumptions of those who teach. The tough part of this challenge will be to design and support two-way lines of professional communication to replace the present system which has those who teach only, at best, on the receiving end of dissemination. Thus, although the challenge of disseminating includes applying communication technology to an expanding amount of professional literature and research, the challenge is tougher than that. However, let us not forget the role that communication technology such as computer-researchable information data bases can have in serving this system, nor the challenge to the information user who still has the task of synthesizing what the computer finds. Without thought and professional discourse, no efficient communication system will make a bit of difference. The dissemination challenge includes other facets as well: building into research, development, and evaluation contracts strategies and support for dissemination, developing more effective ways to capture and share experiences, and integrating systems of professional communication into all stages of teacher education and staff development.

Challenge 17. To inform the public about the role of teacher education and staff development in the education of their children. This challenge is two-fold: (1) to improve the public image of teacher education and staff development, and (2) to assist all educators in communicating with the public. The first addresses the need for the public to have an accurate view of the role that teacher education plays in the education of students, of the advances made in teacher education, and of the issues and problems confronting teacher education and staff development. The second addresses the need for all educators to be able to give the public reliable and accurate

information and to listen to public views. The first is an obligation to inform the public about the importance of teacher education and staff development in the education experienced by their young. The second is the obligation of teacher education and staff development to prepare all educators to deal effectively with the public. To be met effectively, both parts of this challenge require considerable attention.

Challenge 18. To apply credible standards to teacher education and staff development. This challenge is to assess accurately, reliably, and credibly whether teacher educators are meeting their responsibilities for what teachers do, teachers for what students do, and, ultimately, teacher educators for what students do. Some discussion of the previous challenges has referred to assessing teacher education and staff development programs on criteria such as the extent to which program members are involved with the community, the degree to which the programs emphasize the school as the workplace, and the extent to which the programs instill academic and professional literacy. The basic challenge of applying such standards is not simply to have them, however, but to make the standards accurate, fair, valid, and applicable. Inherent in this challenge is the need to have standards that can be reliably assessed. For teacher education and staff development, that presents a complex problem. As difficult as it is to assess the effectiveness of teacher performance in terms of student performance, the challenge is increased considerably by the need to relate the performance of the teacher educator to the performance of the teacher. Because most of these standards depend upon demonstrated probable relationships between teacher performance and student performance, the challenge is to acknowledge the limits of research and to apply the standards appropriately. An essential part of this challenge is to apply standards that can enrich rather than merely limit the styles of teaching and learning experienced by teachers and by their students. In summary, the ultimate challenge of applying standards to teacher education and staff development is to link the performances and achievements of the teacher educator with the performances and achievements of their students' students.

Challenge 19. To accredit and approve teacher education programs in a manner consistent with the other challenges. Processes of accreditation and program approval must be consistent with the responses to the other challenges, but educators should not get so caught up in the formality of the approval process that approval rather than the spirit of the other responses becomes the focus of attention. Unfortunately, in teacher education accreditation and program approval, it is only too natural for educators to become enchanted with the formalisms of an approval process rather than the spirit of the intent behind the process. Although the challenge is to develop accreditation and program approval on credible evidence, to focus on standards of criteria alone can be counterproductive. Current circumstances of teacher education create two additional questions pertaining to this challenge: With more than 700 accredited teacher education programs, can any accreditation process adequately be fulfilled by all of them, especially if a more sophisticated set of standards is applied? How can the approval process be broadened to recognize teacher education and staff development programs in nondegree-granting educational contexts? In summary, although the responses to the other challenges will provide a broader base upon which teacher education and staff development programs can be accredited and approved, responding to the range of intentions behind these may present a significant challenge.

Challenge 20. To fund teacher education and staff development appropriately. Direct funding of teacher education and staff development may require initial money, but this may be covered in part by redistributing current resources spent for similar functions. One thing is certain. Spent appropriately, initial funds for teacher education and staff development would be a growing investment in the future of educational quality experienced by students. To fund teacher education and staff development in a manner consistent with the responses to the other nineteen challenges will require imagination and understanding of current expenditures. Current costs of educating educators are difficult to assess and too often incorrectly calculated. For example, a recent

study sponsored by the Ford Foundation showed that when job definitions and salaries of all school personnel were included in a district's budget for inservice/staff development, funding ranged from $750 to $1,400 per teacher per year. The amount contrasts with the $10 to $50 amounts spent per teacher per year by the more generous school districts for the professional development of their teachers. In institutions of higher education, the cost for educating a teacher is about one-fifth the cost for educating many other professionals and, in fact, is less than the cost for a student in a regular degree program in the same institution. If this is a fair, accurate assessment of the educational costs for becoming an effective teacher, then perhaps teacher education should not be part of institutions of higher education where base costs limit program possibilities. If this cost is not a fair, accurate amount, then educators must gain their fair share. Responses to this challenge not only will require a no-nonsense understanding of the facts, but analysis and imagination as well in covering the costs of the responses to the other challenges to teacher education and staff development.

Each of these challenges calls forth a number of questions and possible actions, but it is suggested here that only when all 20 are taken as a whole will significant reforms in teacher education and staff development occur. The value of this document will depend on how the 20 challenges can stimulate future dialogue about and action on the reform of teacher education and staff development. In particular, the value of these 20 challenges will be on *who* responds to the challenges, including teachers, other educators, and citizens who in the past have not often engaged in analyzing the practices and influences of teacher education and staff development or taken part in their redesign.

Why Teacher Education and Staff Development Are Important

The challenges serve as the basis for scrutiny, discussion, and action. Part two of this report takes the 20 challenges and shows how they can be used as a framework for analyzing current practices in teacher education and staff development. Part three goes on to suggest how future conferences involving a broad range of educators and citizens can use these 20 challenges in considering the reform of teacher education and staff development. The appendix describes how the 20 challenges were identified.

To be sure, the reader must be curious about why the eight representatives from educational organizations who assembled in the District of Columbia in 1981 should spend their time discussing teacher education and staff development, and why now. The conferees, representing organizations interested and involved in the education of children and youth, obviously had mutual concerns. But why should teacher education and staff development be the focus of their discussions?

The following are reasons stated at different times by the participants from the eight organizations for why they felt their respective organizations and constituents could be served by engaging in dialogue on the reform of teacher education and staff development.

Teacher representatives. Teacher representatives stated that for teachers, teacher education is a personal issue as well as a professional issue. Teachers' opportunities for educational enrichment and educational experience, for personal learning and understanding, for educational excitement or educational depression are considerably controlled by the teacher education programs offered. In college, teacher education can limit or expand the range of educational experiences; in graduate school, it can excite or tranquilize curiosity, it can stimulate or stop teachers' capacities to gain deeper understanding and knowledge about their work. In short, teacher education limits and defines the individual educational opportunities of teachers. But teacher education is also a critical professional problem to teachers. The educational background of a teacher defines how "teacher" is to be understood and appreciated in our society. The respect and credibility awarded to teaching depends upon public esteem for the educational experiences and backgrounds of those doing the work. Thus, teacher education

can either limit or expand the professional image of teachers as well as their personal educational experiences.

School board representatives. School board representatives commented that, to the public, teacher education is a mystery containing hopeful promises but elusive results. Broadcasts of some educational research (coming primarily from schools of education) project an image of progress in understanding principles of learning and instruction, but such broadcasts are also accompanied by a fuzzy picture devoid of any real impact on school practice or policy. One irony expressed by the board representatives is that the public often meets teachers, but has little knowledge about how teachers are educated. It is not surprising, then, that the public views the quality of teaching as being dependent upon individual personalities rather than on teachers' educational experience. In contrast, many elected public officials realize that professional development is a major tool in such a staff-dependent field as teaching. School board members often recognize the potential power of staff development in building upon local strengths and in addressing specific local school problems. Furthermore, they noted, the less the public understands the issues of teacher education and staff development, the more dependent members of the public are on the views of outside experts, and the less capable they are of determining how staff development and teacher education can be used effectively. Thus, without more public understanding of the processes of teacher education and staff development, these can appear to be important tools for addressing local school issues but with few handles available for the public's use.

Education faculty and researcher representatives. Representatives of education professors and researchers maintained that for professors of education and educational researchers, a range of dilemmas is created by teacher education and staff development. Like teachers, they are affected by the image and status of teacher education. In universities, where generally the status of teacher education is low, the education professor is rewarded for *not* being associated with the teacher education program. Advancement is primarily rewarded for research, and research is often defined by academic disciplines, such as sociology, psychology, or anthropology, with the theorists by role definition removed from the action. One dilemma education professors find themselves in is that the better the educational research, as defined by these academic traditions, the more removed it is from the circumstances of educational practice and policy. Because of the manner of selecting research topics, potentially great problems—such as the importance of local circumstance in effective teaching—become minimized and replaced by problems that are more conducive to research resolution.

Thus, the academic stigma attached to teacher education rubs off on those in schools of education, creating a self-generating prophecy. To raise their professional image in the academic world, teacher educators perform research that is acceptable outside of education, in effect removing themselves from the education of teachers as their research "improves." This creates more of a vacuum between researchers of teaching and teachers of teaching within a school of education, consequently intensifying the low status of teacher education. This is creating a nearly untenable cycle for those employed in schools of education where their "success" undermines their own profession.

School administrator representatives. School adminstrator representatives noted that for their groups, teacher education and staff development are a primary but often hidden source of their successes and failures. A few years ago, the quality of instruction was largely dependent upon the quality of training that new teachers brought to their schools. School administrators had no control over the teacher training programs of their young teachers, but to maintain or improve the quality of their schools, they selected carefully (when possible) those whom they felt had been best educated. It was a time of teacher demand, and the success of a school was dependent on who was hired. Recently, with few teachers being hired, and length of service and formal educational experience being strengths of the school staffs, staff development is the major means of maintaining and improving upon school excellence. Still, the educational administrator is the consumer, largely dependent upon what

the market has to offer. To build upon a strength or to implement a new program depends upon the adminstrator's ability to locate the most effective and available staff development resources and activities. Resources are now recognized as including faculty members as well as outside consultants, but even then, the process for involving faculty members is crucial. To say that staff development is one of the largest potential irritants to continuing good relationships between educational administrators and teachers as well as being a major administrative strategy for maintaining successful schools is to understate the problem, they said.

State education officials. Representatives of the offices of state departments of education noted that for state education officials, teacher education and staff development is a double-edged sword. Although they are responsible for certification, and in some circumstances for program approval, teacher education can be more hindrance than headway to state educators. Supervision of teacher education is a relatively small segment of a state school officer's responsibility, but it has a relatively large chance for professional exasperation and confrontation. Each state, it was emphasized, has its own way of working with teacher education and staff development. Some state departments avoid issues of teacher education and staff development that can raise potentially risky debate. Other state departments are very involved in the design and support of staff development programs as a means for reaching state educational goals. Whether teacher education and staff development figure as small or large efforts of state school officers, however, they always raise significant concerns as state school officers carry out their responsibilities for the certification of teachers and for the implementation of state educational programs.

Common for us. Although no single representative of the educational community or the public is fully responsible for the education of educators, participants realized that they are all involved to some extent and are all changed in some way because of their involvement.

Like a river linking separate communities, teacher education touches these communities and is affected by them. The condition of teacher education now is like the condition of our nation's rivers a generation ago when the lack of a common policy led to some polluted waters. Each separate community can determine how the river will be used, but until more is decided among the communities, much is left undone. Like our rivers, teacher education and staff development have sources and conditions that determine their flow and current and that are not in the control of the communities touched. Society determines much of the fluctuating circumstances of teacher education and staff development. Public and professional communities, however, can more effectively build and plan for their use and enjoyment, even if they cannot be expected to transform its course very much.

In addition to noting the importance of teacher education and staff development to each constituency, participants felt that their respective constituents could be better served through reforms in teacher education and staff development. Certain reforms in education and staff development could improve the educational life of teachers and enhance their professional reputations. Reforms could similarly improve the academic reputation of the educational researcher and help resolve the tough professional dilemmas posed by teacher education and staff development to professors of education. Certain improvements in teacher education and staff development could expand the resources of the educational administrator for effectively supporting quality education in their schools. Specific reforms could open up the process of teacher education and staff development to the public, thus enabling them to be more informed about the schooling of their children and about the professional qualities of those who work in their schools.

But Why Reform Teacher Education and Staff Development NOW?

Accompanying the recognition that teacher education and staff development were important and that certain reforms could prove

beneficial to their respective constituencies, was a strong feeling expressed by the participants that now is a good time for reform. Comments from the conferees reveal why these times in the 1980s and 1990s may be especially ripe for optimism.

Participants first wanted to make it clear that much good has occurred and is occurring in the name of teacher education and staff development. In some colleges and universities, for example, teacher education provides a rich opportunity for acquiring a liberal arts education where an understanding of science, art, philosophy, politics, literature, sociology, and music are all required in the full education of teachers and other educators. There are certain teacher education programs that focus on the drawing of implications of the greatest thinkers and inquirers of the twentieth century: the works of Piaget in children's understanding; Vygotsky, Luria, and Chomsky in linguistics; Merleau-Ponty and Levi-Strauss in anthropology; Simon in artificial intelligence; Wittgenstein in philosophy; Toulmin in sociology. These twentieth-century pioneers become major sources of thoughtful analysis in some teacher education programs.

Accompanying this respect for intellectual works in teacher education is a renewed respect for the complex practices of effective and imaginative teaching. Educational investigators such as Cronbach, Berliner, and the late Lawrence Stenhouse are improving professional understanding and building professional respect for the practices which can be observed in classroom teaching. Along with such a focus on classroom practice in the preparation of teachers are accompanying improvements in investigative methods that can capture and help communicate the practical experiences of those who teach to those who are preparing to teach.

Some schools of education are trying to redraw their teacher education programs along those lines. Certain schools of education have created special positions on their faculties for school teachers. Furthermore, researchers like Elliott and Carini are emphasizing the integrative and energizing nature of inquiry for those who teach. The processes that each has been developing for more than a decade demonstrate the tight, interactive links between penetrating professional thought, inquiry, and dialogue, and effective, exciting, and professionally satisfying teaching.

Respected academic communities in the United States are questioning the status and the responsibilities of their schools of education, and they are finding it necessary to reaffirm the importance of these schools within the university. The reason for this, says each university, is that its own destiny is tied to the destiny of the public schools. Some are asserting the corresponding truth that without much closer ties between universities and the local schools, schools of education will never achieve the academic importance they should have within the university.

Participants from schools of education were impressed by the quality of their younger faculty members. In terms of talent, aggressiveness, and academic standing of younger faculty, some participants noted, schools of education have never had it so good. A critical eye to educational practice and context is being developed by the faculty; an inductive, hypothetical stance to understanding how children learn has been rewarded by their institutions; and a scientific skepticism in what we think we know, accompanied by a confidence in the contribution of inquiry, have begun to take hold more generally in some schools of education through their newly acquired faculty.

Just as significant for those who teach in the classroom are the educative roles being taken by Teacher Centers and by school-based staff developers. A variety of teacher-run centers have proven to be effective resources for experienced teachers. With teachers being trainers as well as trainees, a range of professional opportunities are opening up through Teacher Center activities. Likewise, a national organization of staff developers (the National Staff Development Council) was formed in the late 1970s with a membership that includes hundreds of school district supported staff developers. The Council's quarterly professional journal (*The Developer*) reports success and trends in local school staff development programs.

Unfortunately, as conference participants were quick to point out, most of these advances in teacher education and staff development of the past 20 years have been isolated cases. Although they are spread across a range of rural

and urban America, each has usually taken place in a relatively constricted context with little ripple effect and no strong national trend. Yet there are enough of these enlightening occurrences to give a view of a rather healthy and active profession of teacher education and staff development. Participants pointed out that these and similarly isolated but interesting developments in teacher education and staff development could be used as a basis for significant reform.

In addition to the opportunity for reform provided by these recent developments was the pressure of current demographics in education. The high number of tenured teachers and the long experience of most faculties suggest that their educational needs must be met with something other than what they have experienced in the past. Although undergraduate training, certification, and graduate degrees typify the careers of a large percentage of school faculties, many are not satisified. When dissatisfaction with their formal education is linked with their disenchantment with the nature and style of inservice programs, reform is required.

Furthermore, many schools of education are vulnerable to current demographics of the profession and are interested in their own reform. With enrollments declining, they find it necessary to question the attractiveness of their programs to experienced and advanced degree-holding teachers as well as to potential undergraduate students. The 1980s and 1990s may be ripe for internally stimulated reforms in teacher education and staff development.

What is now required for reforms in teacher education and staff development to take hold is to bring together the various interested and concerned parties. In teacher education there is no ultimate control of the demographics which shape the profession. Nevertheless, many have a responsibility for the policies which lead to practices of teacher education and staff development. Reforms in how teachers and other educators are taught can be made only if educators and citizens with a variety of educational responsibilities are involved. The question is who talks and who listens, who is involved in the planning and discussions, whose experiences are made public and meaningful, who is to have the opportunity to be engaged in dialogue on teacher education and staff development, who is to be linked to the decisionmaking powers that do exist.

It is in this light that these conferences, begun on December 18, 1981 among members of eight organizations of educators and public representatives, may have some significance to future actions taken on teacher education and staff development. The conferences have exemplified, expanded and extended dialogue on critical issues related to the reform of teacher education and staff development. Teachers, parents, citizens at large, teacher educators, educational researchers, and state educational officers were involved in the discussion and debate.

Summary

The emphasis in this part of our report has been on the meaning and the potential significance of the 20 challenges for teacher education and staff development as well as on the contributions that future dialogue can make to their reform. We have also emphasized that dialogue on these challenges must occur between teachers, teacher educators, school board members and other citizens, educational administrators, and educational researchers.

The next part of this report illustrates how these 20 challenges can be used to analyze current practices and proposed alternatives in teacher education and staff development. The part following that provides some guidelines and suggestions for continuing dialogue and planning actions on the reform of teacher education and staff development. The appendix describes how the 20 challenges were identified.

SECTION 2

Illustrations for Using The Twenty Challenges

Introduction

We have just looked at how the 20 challenges can serve as a framework for a number of issues germane to teacher education and staff development and why responding to the challenges is timely. The challenges, derived from a set of conferences, are meant to generate evaluations of current practices of teacher education and staff development and encourage action on reform.

One proposal gaining currency is that of postbaccalaureate internships for teachers. The proposal will not be analyzed here, but careful scrutiny of the concept might render a better understanding of the merits and limitations of this idea. By analyzing the proposal, using the 20 challenges as a framework, we can decide if the concept is a useful one for furthering the education of educators and, in turn, their students.

Serious reflection on past experiences in introducing reform is vital if progress is to be made in the '80s and '90s. We can look to the Teacher Corps and Teacher Center experiences of the '70s as examples of how to attempt reform. The jury is still out on these experiments, but some conclusions can be drawn. One soon-to-be-published report written by former Teacher Corps participants is a study that reflects on one of the challenges—the challenge of collaboration (Fox, Anglin, Fromberg, and Grady). Structured as a group interview with dialogue, it reveals some lessons learned from the Corps activities. What this and other works point out is that reflection on past efforts at reform in teacher education and staff development can lead to a sorting out of what worked and what did not. From there, we can proceed with action. More important, what is needed is the development of more imaginative and innovative designs to advance the cause of quality preservice and continuing education for our nation's teachers. Action research and school-based inquiry are two possibilities, but they stand to gain from an injection of creative ideas by teachers, the public, school and state administrators, education faculty at universities, and educational researchers. If action research is to be tried out in specific local practices, more synthesis needs to take place. Working with the 20 challenges would provide a useful framework for this synthesis.

New educational theories are emerging all the time. For example, some theorists now argue that educational practices and economic conditions are intimately connected. The idea has implications for the reform of teacher

education and staff development. This perspective on education and others like it can, with the aid of the 20 challenges, be worked into coherent proposals for reform of teacher training and professional development.

Right now certain power blocs hold veto power over any proposed or eventual reform in the arena of teacher education and staff development. To change the situation, national organizations that represent constituents with a stake in the consequences of teacher training must agree to continue the interactive dialogue begun in those conferences in which the 20 challenges were identified. The comments generated in the conferences should serve as guideposts in continuing the process of analysis, reflection, and synthesis required if significant reforms are to be made.

Four Reasons for Analyzing Teacher Education and Staff Development

This portion of the report illustrates the range and depth of analysis that consideration of the 20 challenges can bring to discussions about teacher education and staff development practices and proposals for their reform. While it is understandable that a few challenges may appear to certain individuals or groups to be more important than others, it was strongly recommended by the original conference participants—representing varied perspectives—that *all* 20 are necessary if a full critical view is to be constructed. Throughout their discussion of the challenges, conference members realized that their tendency to use only a few challenges to analyze a practice or a proposal was incomplete.

The intent of this part of the report is to stimulate analyses of specific teacher education and staff development practices. It is meant to show, for example, the range of these 20 challenges and the power they can bring to a discussion of the strengths and weaknesses of a practice or of a proposed change in practice. As the reader probably realizes by now, the spirit and the intent of this report will be carried out only when many, many, more teachers, parents, school board members, educational researchers, teacher educators, state school officers, and school administrators perform their own analysis in more detail, in light of their own circumstances, and during public discussions with one another.

Further, the analyses will illustrate how the 20 challenges can serve as a common framework in a variety of analytical circumstances. Four quite different reasons for analyzing teacher education and staff development will be introduced here. They are:

- to aid in the critical analysis of practices in teacher education and staff development;
- to help jog reflective recall of experiences in attempting to enact specific reforms in teacher education and staff development;
- to promote critical analysis of public documents proposing specific reforms in teacher education and staff development; and
- to help develop coherence to interesting sets of not-yet-integrated ideas to teacher education and staff development.

The first reason for analyzing teacher education and staff development in this way is to produce a full understanding of today's actual practices making specific judgments of their strengths and weaknesses. The illustration used will be the "traditional approach" to teacher education and staff development. It is the typical approach which consists of a four-year program at an accredited college or university and culminates in an education degree. The degree usually confers teacher certification automatically, with salary increases dependent upon completion of further courses, attainment of higher degrees, and acquisition of more years of experience.

The second reason for using these 20 challenges is to recall specific experiences in trying to enact reforms in the practice of teacher education and staff development. Recollecting previous action brings out the fact that many reforms have been tried with varying degrees of success. It shows us, too, that much could be learned from reflecting critically on these experiences. Two examples—those of Teacher Corps and Teacher Centers—will be briefly

referred to.

Teacher Corps was a federal program that offered grants to local schools and to schools of education that, in cooperation with local communities, were to pool their resources to improve their teacher education and staff development programs. From 1965 to 1982, Teacher Corps served students from low-income, often minority communities. The Corps started by emphasizing internships and recruitment of teachers. It championed competency-based teacher education before it became popular. It ended as a demonstration program in staff development. Although grants had included a number of specific requirements attached to them (formation of a community council and steering committees) as well as general expectations projected for them (emphases on multicultural education, individualized instruction, and community involvement), the responses varied at individual sites. During its 17 years of existence, there have been hundreds of Teacher Corps projects funded, each at approximately $250,000 per year.

Although Teacher Centers also lost their federal funding in 1982, many continue to exist through local support. Because of their local identity, Teacher Centers vary so greatly in circumstances, responses, and style that generalizations are seldom possible.

One feature that most do share is their governing structure. They are governed primarily by the teachers being served, while a variety of interests are represented on their boards of directors. With Teacher Centers, emphasis is placed on the contributions that teachers can bring to teachers, where peer interaction is supported along with development of programs that respond to needs articulated by teachers. Thousands of Teacher Centers exist throughout the U.S. They range from the school-district and teacher-organization supported New York Teacher Center to the independent Mountain View Center in Denver, Colorado.

The sources for this sample of critical analysis will be selected evaluative literature on these two types of reforms that emerged with the creation of Teacher Corps and Teacher Centers. The important point of this illustration, however, is that much more can be done by persons who went through these experiences than what is represented by this literature. The hope is that these 20 challenges may act as a catalyst for stimulating systematic recall of the lessons that were learned in enacting recent reforms in teacher education and staff development.

The third reason for using the framework of the 20 challenges is to develop an understanding of what has been addressed by earlier specific proposals for reform of teacher education and staff development. The examples used will be two recently distributed public documents. The first document is a monograph by B. O. Smith, titled *A Design for a School of Pedagogy* (1980, sponsored by the U.S. Department of Education) which proposes a detailed reconstruction of schools of education. Smith, a retired school of education professor and educational philosopher, primarily discusses preservice teacher education. However, in this monograph he speaks in a wider context and in more detail than evidenced by any other published proposed alternative. The second document is a report from a project funded by the National Institute of Education (NIE) in which a dozen school of education deans developed a 23-page statement titled "Increasing the Research Capacity of Schools of Education: A Policy Inquiry" (1981). In their words, this is a "political" statement calling for a research basis to teacher education. Its political and opportunistic nature is evident mainly in its call for all educational research to be done in specific schools of education with a corresponding reduction of teacher education programs. The point of this analysis is to show that public documents, including this one, can become the common basis for critical analysis. For example, these two documents can be acquired by persons or groups who can analyze them and discuss them from their perspectives.

A fourth reason for working with these 20 challenges is to use them as a foundation for building a new proposal for reform. The example used here is "school-based inquiry," a term that refers to the systematic analysis of teaching by those who teach. Although there exists a wide range of literature on action research and teacher involvement in inquiry, including works by Schaefer, Elliott, Carini, Kemmis, and others referenced in the bibliography of this report, few authors directly address the issue of teacher education and staff

development reform. We attempt to help fill that void. What this discussion intends to show, then, is how a varied source of ideas and arguments for conducting inquiry in classrooms and schools can be used by teachers for the purpose of redesigning their work; the information can be pulled together into a coherent and unified proposal for changing teacher education and staff development. The example we use illustrates how these 20 challenges can provide a framework to analyze what would be needed to truly make school-based inquiry a reality.

The following text examines four practices or proposals for teacher education and staff development, analyzing each for its response to the 20 challenges in the order they have been presented earlier.

A Critical Analysis of Practice: The "Traditional Approach"

In our times scant attention is placed on the school as a workplace either in the preparation or in the continuing education of teachers. For instance, in many cases student teachers' field assignments are synchronized with the college calendar rather than the school calendar. Student teachers may spend no more than a college semester observing and teaching with minimal supervision and with little or no intellectual basis for understanding an institution or the daily professional decisions that are made in classroom teaching. For their part, supervisory teachers receive rudimentary training and little recognition. As a result, for first-year teachers entering their new classrooms, it is usually a sink-or-swim experience. At best, they walk in the door of the classroom armed only with a limited professional conception of the work to be done.

Part of the problem stems from the fact that preparation is brief. Preparatory programs that supposedly assure academic and professional literacy are condensed into four years. Social awareness—and its ramifications for classroom practice—is glossed over, while technological literacy is mostly ignored. With scant monitoring along the way, it is simply assumed that academic, professional, and social literacy will result from four years of course work and an accumulation of college credits.

In the traditional approach, except for giving lip service to the obvious transition from the role of college student to classroom teacher, transitions are not addressed. In some cases, the transition from student to teacher is made worse by the college experience: Almost total emphasis on the college culture is followed after graduation by almost total emphasis on the school culture. Later transitions are determined by completion of graduate work, fulfillment of departmental requirements, and attainment of certification (through conferred degrees), all aimed at bureaucratic functions other than teaching. A continuous education is defined in terms of accumulation of graduate degrees and is formalized through pay scales and university requirements. However, in actuality, continuous education for teachers rarely takes place on a faculty-wide basis and often happens by chance rather than by design.

For teachers, democratic values are expected to be gleaned from courses in U.S. history, politics, or state history. Equal access and opportunity are not dealt with in a professional sense. Although free enterprise seems to determine the educational resources any educator can get, enrollees in schools of education have professional resources like libraries and time to use them, whereas practitioners working in the nation's schools do not. What we have created is a lopsided system of educational resource allocation and the uneven distribution is getting worse.

Goals and missions of education are explicit in that everyone knows that schools teach and schools of education teach teachers. Leaders of the competency-based movements have tried, with limited success, to make goals explicit. Otherwise, the goals of education remain vague with little public debate arising about their meaning.

Traditionally, who ought to teach is defined as whoever graduates from an accredited school of education and can get a job. Since some states grant temporary teacher licenses, job descriptions may not stipulate an education degree. Once one begins teaching, the question of who ought to teach is often only peripherally addressed—making tenure and seniority less meaningful than they could be.

Who ought to teach teachers is more clear:

anyone who is hired at a school of education and cannot get released from teaching responsibility by doing research.

Academic freedom is expected to be extended to all faculty in university education departments—whether or not the faculty member engages in research. Yet academic freedom, while it is often cited as the major reason for the advancement of education, is often invoked by individual faculty members to resist reform or wholesale change in the programs of schools of education. Academic freedom is seldom referred to for those who work in schools.

With the traditional approach it is unusual for the community to get involved in teacher education and staff development. Schools and schools of education collaborate to the minimum extent necessary to allow undergraduate students to spend between six weeks to a semester in a school for their "practica." As for staff development or inservice education, these are considered to be entrepreneurial contracts between school districts and individual faculty; no interinstitutional integration of resources is expected.

Governance of teacher education and staff development is performed neatly but, again, without coordination: universities govern teacher education; school districts govern staff development. That is, advanced degrees are controlled by the university and staff development, viewed in terms of advanced academic degrees, is rewarded in teacher contracts drawn up by school districts.

Time allotted for preservice teacher preparation usually is held to four years after graduation from high school. Once out in the working world, teachers are expected to find opportunities for professional development during the summer by picking up courses or by developing alternatives. In short, once certification is attained, time is not made available to practitioners though summers are free of school responsibilities—and pay.

The application of research to the classroom is gaining attention in some teacher education and staff development programs, but not enough to be a general trend. Research is applied well in some cases and poorly in others, depending upon who interprets the research and draws classroom implications. Academic investigation into staff development and teacher education is improving but in isolated situations. Training in research processes and cultivation of positive attitudes toward research are not being imparted to teachers, while, for their part, educational researchers largely have little or no contact with teacher education and staff development—even within their own schools of education.

To date, dissemination sometimes is built into research, but not often enough. Special programs, such as the American Federation of Teachers' (AFT) educational research and dissemination effort and the National Diffusion Network (NDN), have been created to distribute materials and information about practices—sometimes making considerable impact. The Educational Resources Information Center (ERIC) is another dissemination source. In addition to its microfiche collection, 16 ERIC clearinghouses publish monographs that distill and analyze information from the ERIC data base and supplementary sources. Even so, dissemination is an entrepreneurial task with no regular source or method for weaving new knowledge into current practice. The typical hierarchical model—action generated from the top down—in matters of research, development, and dissemination is being recognized as ineffective, but this way of doing things is reinforced by the organizational makeup of educational institutions.

Public relations on the role of education is the object of little professional attention. Except for limited efforts by certain school districts and some teacher organizations, relating to the public seems to be something that "someone else" does.

Considerable attention is now being placed on teaching standards, in some cases, but mainly because of the absence of them. Some school districts and researchers are developing minimal standards and tests for teachers. Others are trying to develop more elaborate, valid, and reliable ways to evaluate teaching practices. Standards for the faculty of schools of education have risen considerably during the past generation, but they are borrowed intact from their parent universities and have little sensitivity to criteria bearing on the education of school practitioners. What of accreditation? Currently, accreditation of teacher education at schools of education is performed by the

National Council for Accreditation of Teacher Education (NCATE). It consists basically of peer review. For those institutions that undergo NCATE review, there is a lengthy process that requires response to explicit criteria. Demonstrating real evidence of quality is a problem, since valid ways to determine the correlation between the criteria and effective teacher education are still evolving. Some schools of education have withdrawn from NCATE review because it replaces professional dialogue with a formal exercise based on arbitrary criteria. In the arena of staff development, no attempts have been made to accredit programs, although some states are taking steps toward program approval. Movement on the accreditation issue at large is being prompted by the National Education Association (NEA), among others. Specific alternatives are being suggested for NCATE, for state approval, and for a national accreditation process.

What is the current state of affairs with funding for teacher education and staff development? Funding for preservice teacher education is unconscionably low and almost nonexistent for staff development. The student studying to be a teacher bears responsibility for funding about a quarter of his or her undergraduate and graduate degree costs. Almost all financial assistance programs (loans, scholarships, and assistantships) are made to individuals rather than to institutions where it may do the most good.

A Reflection on Experiences in Enacting Reform: Teacher Corps and Teacher Centers

Two efforts at reforming how teachers are taught are the Federal Teacher Corps program (1965-1982) and Teacher Centers. Both Teacher Corps and Teacher Centers have emphasized the school as the workplace. Many Teacher Corps projects, for example, performed training on school premises. The two-year training period for interns concentrated on the school, along with some organizational theory for better understanding schools as institutions. In the later years of the Teacher Corps program, the whole school was considered as the instructional unit, and at many sites the curriculum was determined by classroom practitioners.

Teacher Centers, of course, even more directly focus on the school as the workplace with programs and activities geared to classroom application. There is much to be learned from their experiences in focusing on the demands of the workplace and circumstances unique to the school. Some of these experiences center on instructional issues such as how best to address the organizational realities of schools or what is needed to improve teachers' working conditions. Serious reforms of teacher education and staff development should build upon the lessons that have been learned from these and similar efforts that concentrate on the school as the workplace. There is one caveat: In addition to real successes scored by some Teacher Centers and Teacher Corps projects, come results of some studies of Teacher Corps suggesting that overemphasis on the school can lead to little reform in what students experience (Corwin, Popkewitz, Fox).

Teacher Center experience can teach us a lot about what teachers consider to be literacy. Since many of the Teacher Center instructional programs are proposed by teachers, we can get a good picture of the priorities they place on professional, social, academic, and technological backgrounds for becoming more effective teachers. The Teacher Corps project's emphasis on improving the social understanding and the institutional awareness of student teacher interns should likewise be beneficial when building responses to this challenge.

The transition from the role of student to teacher was emphasized strongly in Teacher Corps and also gets emphasis in some Teacher Centers. Similarly, each responded to the dilemma that experienced teachers found themselves confronted with: how to make transitions in their careers. Participating in Teacher Corps or Teacher Center projects presented teachers with opportunities for professional transitions. Possibly the most significant lessons learned by Teacher Centers and Teacher Corps are how teachers and other educators responded to the opportunities for

instructional leadership and professional transition that became available above and beyond those provided by their employers.

Teacher Centers, of course, emphasized the education of teachers that is required for a job beyond formal degree programs. Some Teacher Corps projects did, too, with instructional programs designed for whole school faculty based upon specific circumstances of that school or community. The problems they encountered and the successes they achieved in continuing the education of teachers (and of other educators) are of great importance in building whole-scale responses to this challenge. Each met with certain successes and failures in integrating the teachers' educational activities into the education of their students.

Another hallmark of Teacher Corps projects and Teacher Centers was instilling democratic values in students. The tenet that all children can learn was upheld with considerable effort—and, in some cases, programmatic planning. Through their efforts, programs have been designed to improve the understanding and build upon the strengths of minority cultural backgrounds. If we fail to pay attention to Teacher Corps and Teacher Center experience when we design teacher education and staff development programs to maintain democratic values, then some of the best professional wisdom and most extensive practical experience will have been disregarded.

Equal access and opportunity is basic to many Teacher Centers and had been the focus of a number of Teacher Corps projects. Though Teacher Centers vary widely, they have all acted to improve access and opportunities to all teachers in their vicinity. Recent studies by NIE are showing, moreoever, how successful Teacher Centers have been in drawing a variety of teachers to their services.

Similarly, certain Teacher Corps projects put considerable effort into supporting equal access and opportunity for students in classrooms as well as championing teacher access to educational resources. For example, some projects supported opportunities for teachers to attend national professional conferences and sponsored their own research, writing, and publishing. Lessons learned from the experiences of staff who are or have worked in Teacher Centers and Teacher Corps projects would be invaluable in designing responses to the equal opportunity challenge.

Both Teacher Corps projects and Teacher Centers have had to publicize and explain specific goals. They have also had to demonstrate how these goals are expected to be met through teacher education and staff development activities. It became almost routine to the development and maintenance of their projects to engage in public dialogue about these goals at meetings of boards of directors, parents' groups, or educational administrators. The communications skills gained, and the ability to recognize the sometimes subtle differences between rhetoric and achievement developed, may be useful for building future responses to this challenge.

During the years, staff of both Teacher Corps and Teacher Centers have held a definite view of who ought to teach. In Teacher Corps the answer to "who ought to teach?" included liberal arts graduates with two years of field-based training as well as minority members. Projects actively recruited Native Americans, Chicanos, Puerto Ricans, and blacks. In many Teacher Centers, the answer has been the trained, experienced teacher—but one who has been kept recharged by educational stimulation, encouragement, and professional recognition. Each answer, of course, is critical to future responses.

To the question of "who ought to teach teachers?" the Teacher Centers' answer is, primarily, but not solely, other teachers. The standard upon which their answer is based has been that teachers ought to be taught by persons who know schools in general and understand their circumstances in particular. Teacher Center experience is rich in applying this standard effectively. Teacher Corps experiences were likewise rich, but different. Their projects more routinely depended upon school of education faculty to teach teachers, but since most projects were limited in scope, it was relatively easy to choose who would work with teachers and who would not. By virtue of their successes as well as failures, many Teacher Corps projects could offer insight into who employed in schools of education ought to teach teachers.

Academic freedom has seldom been directly addressed in Teacher Corps or in

Teacher Centers, but occasionally the issue has surfaced. Some Teacher Corps projects have encountered education faculty who used academic freedom as a shield to thwart program reform. In Teacher Centers, there have been times when the limits of academic freedom enjoyed by school personnel have likewise been tested. Their experience may be valuable in responding to the challenge to respect academic freedom in teacher education and staff development reforms.

Community involvement was fundamental to Teacher Corps projects. It was formally required in the community council. Involvement with the community was expected to be a part of the education experienced by teachers and other educators. In some projects, community members did some of the training. In others, community members were learning side by side with the teachers. Intern training required a significant amount of participation in community activities. There are some hard lessons to be learned from this experience. Certain evaluations of Teacher Corps efforts point out the potential for co-opting the community when the school replaces action with rhetoric (Popkewitz, Fox). One SRI study (Deslonde) showed how formal structures can enhance genuine community involvement in the education of teachers and other educators.

Collaboration and cooperation have been challenges crucial to the success of Teacher Centers. Staff of the centers have learned, some the hard way, about the need to deal effectively with the separate educational constituencies and institutions—schools, teacher organizations, school districts, state departments of instruction, and schools of education—if teachers' responsibility for their own education is to be taken seriously.

Teacher Corps had a different but equally rich set of experiences in collaboration. Project personnel were expected to collaborate. Because of their links with schools of education, they ran into certain roadblocks. That is, they found that faculty members' drive to work with schools was diminished since their promotion and tenure are not based on cooperation with schools. A lesson reported in a recent study of Teacher Corps collaborative experience shows that the entire school of education as an institution must be committed to cooperating with schools; calling on individual faculty members will not accomplish much (Fox *et al.*). To design effective responses to the challenge for collaboration would mean adopting more advice from people with Teacher Center and Teacher Corps experience.

Solid and stable governance has been significant to the survival and the successes of Teacher Centers and Teacher Corps projects. Both Teacher Corps projects and Teacher Centers have been governed through formal joint committees. Corps projects were governed by a steering committee composed of members of the school of education, project staff, school teachers, school administrators, community members, and student interns. Many Teacher Centers have a similar mix on their board of directors or advisory committees. Both have experienced the advantages and the disadvantages of joint governance and should have much to share with those who are considering a reform of governance for teacher education and staff development.

Making time for teacher education and staff development has taken considerable effort on the part of both Teacher Corps projects and Teacher Centers. For student teachers, Teacher Corps projects provided a two-year internship beyond the bachelor's degree. For experienced teachers, some projects found creative ways to pry loose the necessary time for continuing education by employing strategies such as released time, paying for substitute teachers, paying for extra time, or granting support for conference attendance. In general, Teacher Corps projects had the money for such support and, as temporary entities, could obtain special treatment by the school districts, teacher organizations, and schools of education. For many Teaacher Centers, however, making time has been a tremendous challenge despite the need for just as creative a response. Some centers have made great strides by negotiating with representatives of numerous local educational interests. Again, the experiences gained from Teacher Corps projects' and Teacher Centers' efforts to free up time for teacher staff development can prove invaluable in making more general policy reform.

For many Teacher Corps projects and Teacher Centers, using research has been something of an ideal. It is an ideal that has been difficult to attain. Bringing research and

researchers to schools with the intent to implement the results takes time and savvy. Some Teacher Centers have succeeded. Some Teacher Corps projects succeeded, but not nearly as many as have tried. Some of the problems were caused by the limited scope of the research or by lack of attention—or ability—of the researchers to draw practical implications. To increase teacher participation in research, some Teacher Centers and Teacher Corps projects tried to employ action-research methods. Numerous doctoral dissertations have been written about the experience as well as a welter of local and national program evaluations. Many Teacher Centers have been the subject of similar documentation, evaluation, and research endeavors. Any research investigating the intentions, processes, contexts, and consequences of teacher education and staff development that does not refer to this documentation of Teacher Corps and Teacher Center experiences, consequently, is incomplete.

Dissemination was a requirement of Teacher Corps projects and has been viewed as a commitment by some Teacher Centers. The National Teacher Corps program strove to incorporate current wisdom about dissemination into its practices in hopes that it would be applied. In doing so it produced some good materials on dissemination, demonstration, and the structure of schools as institutions. Some Teacher Centers and Teacher Corps projects have formed regional networks to open lines of professional communication. Both centers and projects have also developed ways to effectively distribute their work locally and have found innovative ways to adapt new procedures and materials to local schools. Thus, there is experience to be gained from Teacher Centers and Teacher Corps projects in trying to build more horizontal lines of communication among teachers and schools.

Many Teacher Centers and Teacher Corps projects have related well to the public. Some put considerable stress on public relations and their programs benefited considerably. Often they had to develop their own constituencies and links with the public. The way that they achieved this was by publishing community newsletters, getting coverage in local media, and hosting special public meetings. What Teacher Centers and Teacher Corps projects learned in the course of improving the image and winning public support for teacher education and staff development could contribute to future reform.

Neither the application of standards nor accreditation and program approval have been stressed heavily in Teacher Centers or Teacher Corps projects. Some projects and centers participated in various forms of competency-based teacher education: That is, they developed performance criteria upon which judgments of teaching performance could be based and future instruction designed. Some centers are now contributing to the development of criteria for teacher evaluations. Staff in a few projects and centers have worked closely with their own respective states in changing program approval procedures and criteria. Some Teacher Corps projects, in fact, have provided their respective schools of education with a resource for meeting specific NCATE accreditation requirements—especially those dealing with multicultural education, minority recruitment, community involvement, collaboration, continuing education, and field placement.

Funding, of course, has always been a major consideration for both Teacher Centers and Teacher Corps projects. Since the federal government has withdrawn, it has become more so. Teacher Centers have consequently developed a variety of creative responses. Resources being tapped are volunteer help, grants from foundations, out-of-pocket fees for participating teachers, and monetary support from teacher organizations, school districts, and school boards. In some cases, local businesses have come forth with funds for supporting the activities and programs. Budgetary outlays for specific services and programs are well known by Teacher Centers and Teacher Corps project directors. Emphasis has shifted from identifying outside funding sources to finding ways to fund appropriately within the operating mechanisms of schools, school districts, and university schools of education. The result is that the experience gained by Teacher Centers and Teacher Corps projects can be used to develop realistic guidelines and creative responses to the appropriate funding of teacher education and staff development reform.

A Critical Analysis of Documents Proposing Reforms: B.O. Smith and the Deans' Statement

The school as the workplace and as the center of educational action is the focus of B. O. Smith's *A Design for a School of Pedagogy*. in this monograph, he proposes to integrate school of education faculty with the schools. In doing so, he suggests that entire courses may be set in schools. The role of school of education faculty is to instruct future teachers in the practical applications of their subject matter. In contrast, the deans' statement rarely refers to school practice and does little to suggest that the school should be the center of attention in teacher education and staff development. The deans' statement mentions action research as a past fancy; collectively, it makes no reference to problems encountered in applying educational research to school practice—or even of performing research in schools.

Smith pays considerable respect to academic, professional, and social literacy; as a matter of fact, applying understanding and knowledge to classroom performance is probably the most important attribute of Smith's school of pedagogy. Not only does he advocate more credit hours for teacher education, but he places great attention on making advances in knowledge more pedagogically effective. The deans' statement, on the other hand, interprets professional literacy as understanding educational research. Academic, social, and technological literacy are not addressed. By implication, it may be that these competencies are considered to be effectively met in their colleges and universities.

On transitions, the only kind discussed by Smith is that from student to teacher. To Smith, this is the one transition that can be improved directly by reforming preservice teacher education. The notion of continuous education is respected and desired but it is not the concern of this proposal. The monograph, however, does discuss three kinds of graduate programs, one of which is doctoral and limited to specialized educational research. Transitions do not figure in the deans' statement at all. Since no reference is made to the continued education of educators, such education may be assumed to be formal, linked to degree-oriented programs, and dependent upon the research being conducted by school of education faculty.

Democratic values are talked about in Smith's previous work but not explicitly in this proposal. Again, since the deans' statement does not address this challenge, it may be assumed that it is best addressed by other academic departments.

Smith's proposal for training teachers stresses equal access and opportunity in the school and classroom. However, the dependence of schools on school of education expertise would probably widen the gap in professional opportunities between the two kinds of faculty. The deans' statement implies that equal access to professional resources can take place only if a relatively small number of research-oriented schools of education are accredited. Individual educators, they say, would then have a similar range of research resources in their training and at their disposal. Disparity in opportunities between school practitioners and faculty in university departments of education are not mentioned.

Explicit in Smith's proposal are goals and missions, particularly the goals of preservice teacher education and the mission of schools of education to prepare teachers. Goals and missions of schools of education are referred to periodically in the dean's statement with reference to the training function of schools of education and to a study by Guba and Clark concluding that little research is going on in most schools of education. Dedication to service missions, the statement suggests, makes it difficult to spend time on inquiry. In general, the statement agrees with the current division of responsibility among schools and university schools of education (you teach, we do research and teach teachers).

Who ought to teach, Smith urges, are people who have successfully completed Smith's proposed postbaccalaureate program. If the program is relevant and challenging, Smith contends, those who pass ought to teach. He is tougher on who ought to teach teachers. He designates persons with clinical knowledge, skills, and practical understanding of teaching. Teacher educators ought also to possess abilities to relate to the public schools and to

work with colleagues from other disciplines. (Smith doubts that these are common traits of university faculty and suggests that a clinical program should be separate from graduate school.)

Who ought to teach, as proposed by the deans' statement, are persons who have completed teacher education programs that emphasize research. The premise is that these programs will be staffed by researchers, which also answers the question of who ought to teach teachers. The statement claims that this can and does happen in schools of education that have a research emphasis. There is no acknowledgment that this is *not* happening now in many schools of education where educational research has been intentionally removed from teacher education. As a result, the statement does not suggest how research is to be merged into school practice except to emphasize and fund more research in the institutions training school teachers.

For all the emphasis on the postbaccalaureate clinical approach to teacher education, academic freedom is never directly mentioned by Smith. By implication, it is accepted as it is defined in universities but challenged as an impediment to the clinical teacher education program he proposes. Academic freedom is not mentioned in the deans' statement; by implication it rightfully exists in educational research institutions.

Smith considers the community to be one of the laboratories for the clinical training of teachers. Consequently he cites, as teacher requirements, the abilities to understand and work with the community. He fails, however, to refer to institutional involvement with the community. Discussions about community involvement are not treated in as much depth as academic preparation for the profession. The deans' statement makes no mention of community relations.

Collaboration between schools and schools of pedagogy is part of the clinical training advanced by Smith. For example, laboratory work and seminars are to be conducted in school settings. Again, the suggestion that clinical training not be connected to graduate schools implies Smith's pessimism that graduate schools can collaborate to the extent needed for his brand of teacher education program. The only reference to collaboration in the dean's statement suggests that collaboration is a major reason why the field service segment of teacher education is so energy sapping.

Although governance of the school of pedagogy is not discussed by Smith, administration of the "clinical complex"—the school of pedagogy and its laboratories—consists of contractual arrangements with local boards of education and a council that includes faculty members of the laboratories. The governing structure of each laboratory is described in detail, with a board of directors composed of representatives of teachers, the community, and the university. Although Smith's intent may be to open up the governance procedure, the overwhelming detail nearly obscures the intent. Since there is no description of the governance of the school of pedagogy itself, we infer that the school possesses autonomy. In the deans' statement, governance of teacher education and advanced degree programs is to be handled by schools of education.

For teacher training, Smith prescribes two years of clinical practice beyond the bachelor's degree. Granting time for training supervisory teachers is proposed in addition to allotting time for school of pedagogy faculty to participate in the program. Smith, however, does not touch on the topic of staff development for teachers once they're out in the working world. Neither teacher nor student teacher time is mentioned in the dean's statement. However, the deans do mention the time demands placed on school of education faculty, ostensibly a reason why many are not involved in educational research.

The use of research and its usefulness to teaching practices are important concerns in Smith's proposal. Smith takes aim at education faculty who, he maintains, are applying few research findings to the education and training of new teachers. They are too busy telling others what to do and not tending to their own duties, he charges. His response to the challenge of using research is a proposal for clinical training. For it is in the laboratories in schools that the understandings gained from research can be applied, he notes. To apply research is the job of the school of pedagogy faculty, who are expected to respond from a range of disciplines and in an integrative, multidisciplinary fashion. Teachers, however, have no role except to be recipients of such

knowledge. "Wisdom" gained from classroom practice is referred to, but primarily as potentially misleading mythology to be guarded against. Smith recommends that all educational researchers get the same clinical training as educational practitioners. In short, research is labeled a rich field in education, but one that is limited to a technically trained few.

Research is the obvious focus of the deans' statement, and the influence of educational research in the training of teachers is its major concern. The general response to the research challenge is to affiliate all teacher education with research-oriented universities; beyond that, little action is recommended. The display of great respect for research is accompanied by a correspondingly narrow interpretation of its meaning: educational research is defined by large-scale efforts, large dollar outlays, and conclusive findings leading to rules for teaching. The attitudes toward and actual methods of inquiry are not discussed; in fact, inquiry is not a feature of the document. Smith's proposal, on the other hand, is filled with references.

In Smith's proposal, dissemination flows from researchers to practitioners with emphasis on imparting scholarship and research to teacher candidates through a clinical approach. Dissemination is to be accomplished, according to the deans' statement, through teacher training at schools of education. Limitations on theory about research, development, and dissemination are acknowledged, but no alternative from the recent literature on dissemination and demonstration is proffered. Instead, they advocate the traditional hierarchical, one-way communication system, only with more emphasis on student teachers.

Public relations are not addressed in *A Design for a School of Pedagogy*. Smith's document is written for and directed at internal professional reform in general and school of education reform in particular. While the community role is alluded to and governance procedures are spelled out, the idea of informing the public is ignored. The deans' statement does not refer to relating to the public unless the governmental, administrative audience for whom this document is written is interpreted as the public.

Smith strongly emphasizes standards in the baccalaureate preparation of teachers—especially in their clinical training. He gives considerable attention to distinctions between principles, values, and clinical and academic knowledge and theories in teaching, with the clinical program placing stress on practical application. By use of indicators, illustrations, and conditional statements, he shows how standards can be applied in clinical training. Smith's discussions culminate in a "master scheme of specific clinical knowledge." Standards are not specified in the deans' statement, but it is clear that they should arise from and focus on the conduct of educational research. It is suggested that such standards would restrict the number of teacher education institutions to ones emphasizing educational research.

Smith expects that accreditation would be a feature of the baccalaureate and the two-year clinical programs. Plenty of information is provided on how to develop quite specific criteria for the accreditations. Accreditation and program approval are key to the deans' statement. Accreditation would continue to be collegial and would be based entirely on the quality and amount of research performed by member institutions. It is argued that this would, of necessity, reduce the number of accredited institutions considerably.

Funding for Smith's proposed changes in teacher preparation is not directly addressed. Although it may be assumed that funds would come from student tuition and similar sources, references to the medical profession may suggest state subsidies for teacher training akin to those for medical education. In the deans' statement, funding would be needed to increase the research capacity of select schools of education. This funding would come largely from the federal government. Student tuition would also enter in; however, it seems clear that without substantial federal research grants, the proposed improvements would be difficult to achieve.

Developing Coherent Proposals from Interesting Sets of Ideas: School-Based Inquiries

What follows builds upon recent attempts to emphasize inquiry into the practice of

teaching. We have drawn responses to the 20 challenges from many disparate and interesting works referred to in the references of this report. Taken together, these responses would reform the practices of teacher education and staff development so that the preparation and continuing education of teachers would more realistically support school-based inquiry.

This analysis is included for four reasons. First, to promote interest in an approach to teacher education and staff development that holds promise but that challenges current, comfortable notions about educational research. Second, to show how one might combine a variety of specific efforts into one set of consistent responses to all 20 challenges. Third, to stimulate others to continue to adapt these separate efforts and to examine the possibilities for making them into a consistent, clear proposal with a definite chance for being adopted. Fourth, to reinforce the creative work already underway in teacher education and staff development. In its totality the analysis demonstrates how the 20 challenges become a framework for the synthesis of ideas not yet fully integrated into a single proposal. Let us examine responses to the challenges one by one.

We begin with the challenge to focus on school as the workplace. School-based inquiry advocates emphasize the school but in a critical manner. The practical problems of teaching are acknowledged and respected, but certain features of the school, conditions of teaching, and status of classroom teachers are not assumed to be acceptable. Teachers would apply critical analysis to the work and work environment. There should be a close connection between analysis and subsequent changes in action and circumstances. Gaining insight through experience, however, is not expected to be natural, easy, or simply a matter of acknowledged authority. Rather, it is hard work. Since schools of education are the workplaces in teacher education and staff development, self-analysis would also apply to them.

Challenge number two is a call to literacy for educators. Response to this challenge indicates emphasis on liberal arts and the philosophical bases for understanding. Thorough acquaintance with the social, political, and eonomic conditions of schooling are assumed to be necessary traits for those who engage in critical inquiry. Professional literacy is the ability to clearly explain the educational practices one engages in, observes, or has been introduced to. Some of the devices used to support analysis and interpretation of classroom actions are audio and video aids, computers, and synthesizers. This kind of inquiry aims to bring an understanding of education, schooling, and learning closer to actual practice.

A third challenge calls for recognition of professional transitions. School-based inquiry advocates seek emphasis on transitions of the experienced teacher. Though they acknowledge the transition from student to teacher, they expect transitions to continue. They would like to see recognition and support for accumulation of teaching experience—perhaps in transitions marked by promotion to the status of "master teacher."

A summons for continuous education draws this response: Continuity of education for educators is a must. Proponents of school-based inquiry are almost all disenchanted with the degree programs of schools of education, their parent universities, and the bureaucratically oriented inservice programs that most teachers experience. They emphasize the self-reflective nature of continuous education and group orientation for professional development of school staffs.

A call to action on maintaining democratic values in education uncovers some interesting comparisons. It is an interesting corollary that the supporters of critical inquiry also emphasize the values of democratic participation. Many make specific suggestions for the training and education of teachers that can better reflect democratic values. School-based inquiry proponents often are critical of current educational institutions because of a bureaucratic intolerance for conflict and the difficulties encountered by teachers who want to instill democratic values in their classroom practice.

The challenge to ensure equal educational opportunity invites a response. Since school-based inquiry advocates focus on appropriate, fair distribution of classroom resources and support to individual students, they see this as a strong challenge. Large classes work against the ideal since there is no time to assess what students are learning. Another answer to the

challenge is to equalize the distribution of professional resources. The opportunities of teachers to engage in critical analysis, have access to literature, and attend conferences are few compared to their colleagues in schools of education. Because these differences in opportunity are exacerbated by the different missions of schools and schools of education, eliminating these inequalities seems to call first for a restructuring of missions.

To make explicit the goals and missions of education is challenge number seven. Proponents of school-based inquiry start with explicit descriptions of what is expected from students. Goals are to possess understanding, be capable of critical thinking, possess the ability to articulate ideas, and participate in dialogue. Since it is the teacher who helps them attain these goals, certain explicit goals must be emphasized in the training of teachers: critical thinking, intellectual productivity, participation in interactive dialogue, and an emphasis on philosophy, the liberal arts, fine art, sciences, and mathematics. They note that meeting goals of critical thinking and intellectual productivity is extremely difficult without school support and professional recognition.

Challenge number eight seeks to identify who ought to teach. This has not been a major concern of the school-based inquiry groups. Instead, the challenge is turned around: to ensure that those teachers who can instill critical thinking in students, analyze their classroom actions, and articulate the lessons gained from practical experience can continue to have opportunities to teach. Critical thinking and analysis in teachers and teacher educators should be attributes that are rewarded.

A greater challenge is to identify who ought to teach teachers. The response to this challenge—that teachers ought to teach teachers—has some strange twists to it. School-based inquiry proponents assert that the more teachers learn through analyses of their classrooms, the more they have to share with other teachers; therefore, the more essential it is that they participate in the dialogue on teacher education. For example, when investigators are challenged to articulate the approach, process, and results of an investigation, they also learn more. Thus, the response comes that students also teach teachers. School-based inquiry proponents describe the pool of eligible teacher educators as large, since critical thinking and analysis are essential traits in a variety of scholarly, scientific, and artistic professionals both inside and outside academia.

The call to respect the academic freedom of educators is met with a direct response by school-based inquiry advocates. They say academic freedom becomes a significant concern because it simply is not granted to those who teach in schools and is being used by some inquirers to reduce the public's participation in analysis and debate on educational issues. The challenge is to arrive at a professional notion of academic freedom that applies to the entire educational profession, the teacher-inquirer as well as researcher. Moreover, we must acknowledge that individual autonomy may not be the single most significant aspect of academic freedom.

School-based inquiry proponents respond to the challenge of community involvement by maintaining that an analysis of the roles of the community (and society) in education from economic, social, and political perspectives must be performed if we are to understand processes and consequences. The community must take part in the analysis. Some school-based inquirers are finding communities to be more supportive of critical school-based inquiry than schools of education, perhaps because it serves the first and takes work away from the second.

What about the challenge for collaboration among educational institutions? The point of collaboration, in school-based inquiry, is to share the opportunities for analyses of educational actions, circumstances, and consequences. Yet it is only too apparent that current definitions of collaboration restrict critical analysis to school of education personnel. (see Emrick and Peterson, Clark and Amiott). A recent study reflecting on collaborative experiences concluded that meaningful sharing of opportunities for critical analysis and problem-solving would require considerable restructuring of missions. (Fox *et al.*). Schools, for example, would have to have educational research as one of their missions.

A summons to action on designing a governance procedure for teacher education and staff development reveals that most of the work in school-based inquiry has taken place outside normal institutional channels. Consequently,

the governance challenge has not been confronted. For school-based inquiry to be effective, however, it would have to integrate teacher education and staff development and be shared by members of various educational constituencies. Further, the energies of governance would need to be devoted to using inquiry to learn from classroom experiences rather than to certification and curriculum.

The call for reform on making time available for further teacher education draws this response: There must be redistribution of the time made available for school-based inquiry. To respond with, let us say, a few hours per week for teachers is not enough without attention to role expectations and comparative time for school of education faculty. If, for example, serious inquiries in schools of education require at least quarter- or half-time appointments, the same standard would be applied to serious school-based inquiry. In short, making time may first necessitate negotiation between school staff and faculty of schools of education and later between school district administrators and school faculty.

Challenge number sixteen summons action on using research in teacher education and professional development. The essential response here is to clearly define educational research. Many who have applied traditional research to educational settings and who now support teacher involvement in critical inquiry (Elliott, Fenstermacher, Cronbach, Stake, Stenhouse) are finding it necessary to redefine educational research. Critical inquiry opens up dialogue about the theoretical nature of practical inquiry, the treatment of research results as hypotheses to be tested in other circumstances, the flexibility of research design and hypothesis testing, and the meanings of reliability and validity. The point is not to set up situations where certain types of research are deemed acceptable or unacceptable but instead to hold true respect for school-based inquiries into education practices.

The challenge to disseminate knowledge about educational practices draws response from school-based inquiry advocates. They note that research on dissemination is suggesting how important it is to understand one's situation and educational context before fundamental change can take place. The more educators know about their context and situation, the more they are capable of adapting innovations to their circumstances. Thus, local inquiry into local educational practices may be a prerequisite to general educational reform. Further, the two-way flow of information—between one classroom/school to other classrooms, schools, and educators—is a required response to this approach. Some professional networks do currently exist for school-based inquiries (such as the Classroom Action Research Network sponsored by John Elliott), but much more work is needed to support the movement of information from schools to researchers.

Challenge number seventeen centers on public relations, and some proponents of school-based inquiry have used the approach to better understand and respond to public pressures for "accountability" (Elliott *et al.*). What they are finding is that natural, informal networks among teachers, students, and the public are effective. Viewed from this perspective, students become the most important transmitters of information about classroom practices, underlying philosophy, and curricula. In some instances, school-based inquiry is being used to provide a better basis for teachers to understand and respond to the messages the public is getting about their schools. Two interesting results of these local inquiries are: (1) the public actually knows more about their schools than it realizes or more than is reported in the media, and (2) the process of inquiry can change the nature of interaction between the school and the public.

Applying credible standards to teacher education throws out a challenge to proponents of school-based inquiries. Standards for school-based inquiries would need to focus on how inquiry is to be done and what sort of action would be taken as a result of the inqiury. Given the range of possible methods for conducting critical analysis because it cuts across all disciplines, a range of standards would be expected. Also to be expected is a prospective teacher's ability to deal with one or a combination of these different methods, but not with all. Students, however, should be exposed to a wide range of processes and applications. Considering the range of possibilities for conducting critical school-based inquiries, we might expect a common core of investigative

background backed up by standards to ensure communication between teachers and other educators.

How to reform accreditation of continuing education for teachers is a forceful challenge. A major response to it will be to use critical analysis as a basis for accreditation or approval. Additionally, the evaluative process of accreditation can be used to add to the understanding and teaching capabilities of the investigators. Because the process can be such a powerful influence on the evaluators, accreditation can be designed to influence both evaluator and evaluatee. Participation in judgments can be opened to a variety of persons who can benefit from the dialogue and then apply the experience to their own work. In many cases, this can be accomplished informally. The challenge, however, is to design accreditation procedures that build upon the recognition that investigation can significantly affect the understandings of the investigator.

The last challenge is to appropriately fund teacher education and professional development. The response from school-based inquiry advocates is that additional funding for this effort may not be required. That is because a reorganization of institutional missions and professional responsibilities and a redistribution of supporting resources would first have to take place. For example, libraries would have to be shared more equitably among schools and schools of education. Only after resources are redistributed (by simulation and/or through demonstration projects) can it be determined if additional funds are necessary. Start-up funds may, in fact, be required but would serve as investments in the future. It may prove more cost effective for curricular materials to be locally produced by school-based inquirers and teachers. Since an overall approach like this would result in integration of resources of schools and university departments of education, it is likely that funding would be a cooperative venture.

Summary

In summary, the 20 challenges provide a framework for the analysis of teacher education and staff development. Illustrations have shown how a consideration of the responses to all 20 challenges results in a potentially rich examination of the strengths and weaknesses of particular practices or proposed practices. Four different kinds of analyses were illustrated:

- the analysis of specific practices,
- reflective recall of experiences,
- the analysis of public documents proposing reform, and
- developing a coherent proposal from an interesting set of ideas.

What this section has shown, through example, is that a common framework can be used for a variety of analyses, thought, debate, and proposals on the reform of teacher education and staff development.

These illustrations are intended to spur further analyses of practices and reforms by many more educators and citizens; they had better not be the final word. If the necessary range of analyses and imaginative designs for reform is really to develop, however, it will probably happen only through the public support of interactive dialogue among teachers, parents and citizens, teacher educators, educational administrators, and educational researchers. The following section provides some guidelines and suggestions for continuing the analysis, reflection, and synthesis required if significant reforms of teacher education and staff development are to be achieved.

SECTION 3

Guidelines for Future Dialogue and Action

Introduction

The significance of any challenge—these 20 included—is gauged by how much it stimulates action. This section of the report deals with action. We lay out some concrete suggestions on how to carry forward with the analysis and subsequent reform of teacher education and staff development. Our intent is to encourage interchange and analysis by many people who have a stake in how teachers and other educators are prepared and how their education is continued.

The suggestions are directed at three audiences: individuals and small groups who need guidelines for analyzing the 20 challenges; conference organizers; and conference goers who want to know how to maintain communication once the conferences are over.

The suggestions move from concrete examples on how to help individuals perform analysis of current practices to how to set up various kinds of conferences and how to maintain a communication network linking activities of many organizations. Each activity lays the groundwork for the next step.

Conferences have been chosen as vehicles for this movement since carefully constructed individual or group views need to be shared, challenged, and reconstructed across organizational lines if local or nationwide reforms of teacher education and staff development are to take place. Given the fact that responsibilities for reforming teacher education and staff development are badly fragmented, conferences are the only way to pull these people together and make reform a collective issue.

Thus, this section is written primarily for those interested and committed to continuing discussions and taking action on reform. Some specific recommendations are offered on how the results of these conferences can be transmitted, digested, and used. Sample outlines and a worksheet are included for conference discussion leaders, coordinators, and individuals who will report conference results to their colleagues.

Raising Questions in Response to the Twenty Challenges

Responding to the 20 challenges is a challenge in itself. Not only is it almost too big

a job for one person or group to reply to all, but it is natural to favor certain ones. Different people view different challenges as critical, which could lead to superficial discussion of some. We emphasize again, however, that all 20 challenges are critical even though all 20 may not be held in the same esteem by one person or group. For realistic reforms to take place, all 20 must be addressed.

Some sample questions that need to be answered when responding to the 20 challenges follow. They serve merely as illustrations. More questions can be raised.

Asking these questions forces individuals to focus attention and generate discussion on the meanings and issues raised by each challenge. We will conclude, therefore, with guidelines for considering all 20 challenges together with a view to creating entirely new approaches to teacher education and staff development. The reader may, at times, wish to refer to the brief explanations of the 20 challenges found in Section One.

Challenge 1. To focus teacher education and staff development on the school as a workplace.

HOW has staff development improved the working conditions of schools and who has it worsened them?

CAN working conditions in schools be improved without changing the role and working conditions of university schools of education? Why or why not?

WHAT would be lost—and gained—if schools took primary responsibility for teacher education?

HOW does the education of educators differ from the education of other professions? Or does it?

HOW can some consensus be reached on what comprises good working conditions of schools? Is consensus important?

HOW are the working conditions of schools related to the working conditions of schools of education?

WHAT more can schools of education do to focus teacher education and staff development on the school as the workplace?

HOW can we apply what we now know about the work conditions of schools and how to improve them?

Challenge 2. To ensure the academic, professional, social, and technological literacy of all educators.

WHAT do we know for certain about the relationship between the academic experiences of educators and their education practices?

WHAT responsibilities does the entire higher education community have for providing these educational experiences for educators? What responsibilities do schools of education have? What responsibilities do school districts have?

WHAT are the consequences of current requirements set by state and local authorities? How can these requirements be improved?

WHAT do we know for certain are fundamental and critical educational experiences for educators who work with students? For what requirements are we relying upon our best judgment? What requirements are based on no evidence at all?

HOW can schools support and recognize academic interests and pursuits of teachers?

HOW can we determine that relevant literacy levels are held by educators?

HOW can the literacy of whole schools be addressed, rather than just individual teachers?

Challenge 3. To recognize and respond to transitions in the development of educators.

WHY are there so few professional transitions for teachers?

WHAT can be done to make the transition from student to teacher more consistent with the demands of teaching?

WHY do so many professional transitions in the field of education exist in educational administration rather than in teaching?

HOW can more appropriate transitions be created for those who teach in schools?

HOW can staff development and teacher education be used to provide more professional transitions for the master teacher?

HOW can staff development and teacher education programs be judged for their success in meeting responses to professional transitions?

Challenge 4. To continue the education of the entire profession.

WHY do some educators have more opportunities for continuing their education than others?

HOW has our own education been continued, and what has been the most significant consequence of that education to our students?

HOW is a continuing education for educators more than increasing their own knowledge base?

WHY do all educators need to have opportunities to continue their education?

WHAT educational opportunities of teachers and other educators contribute to the educational experiences of students and why?

HOW can schools of education be structured to support the continued education of educators?

HOW can the understanding gained from professional experiences be recorded, shared, and recognized in the education of educators?

HOW would you portray the continued education of educators? As continuous, cumulative, and progressive learning experiences or as periodic, disconnected times of regeneration?

Challenge 5. To maintain democratic values in education.

WHAT are the most fundamental democratic values in our society that can be expected to be exemplified in schools?

HOW can we bring these important democratic values to the students' experience of schooling?

HOW are teacher education and staff development currently supporting fundamental democatic values?

HOW are certain educational roles and institutions responsible for the way that democratic values are experienced by students?

HOW can accreditation, program approval, and certification be based, in part, on the democratic values instilled in students?

Challenge 6. To ensure access and educational opportunity for children, for educators, and for schools.

WHAT can schools and school staff realistically be expected to do to provide equal access and educational opportunities to all students? How can their responsibilities be supported by teacher education and staff development?

HOW do schools of education affect the current status of the educational opportunities of school educators?

WHAT role can authorities other than schools and school districts play in ensuring more equitable distribution of educational opportunities for all students?

HOW MUCH must the pursuit of an equitable distribution of educational resources mean reducing the access of some in order to better balance the resources available to all?

WHAT are fundamental features of an equitable distribution of educational resources in the United States and how can this be accomplished?

ARE current staff development policies improving access to educational resources or creating larger inequalities?

Challenge 7. To make explicit the goals and missions of education.

WHAT are the goals of education and how are they supported by the missions of teacher education and staff development?

ARE the schools and school of education missions in staff development and teacher education effectively differentiated for reaching educational goals?

WHO should be involved in making the goals and missions of education explicit?

HOW should conflict on goals and missions be respected and dealt with?

WHAT are the relationships between the goals and missions of schools and schools of education and the practices of teacher education and staff development?

Challenge 8. To identify who ought to teach.

WHAT criteria, if any, would we use for deciding who ought to teach if we relied only on current, scientifically proven characteristics and educational backgrounds of teachers that could ensure the quality teaching of students?

ARE the answers to this challenge relatively universal, or are they specific to the local setting?

WHAT are some of the more serious mistakes that have been made in responding to this challenge in the past, and how can mistakes be guarded against in the future?

WHAT can be learned from the current efforts and research to produce credible, valid, fair, and effective procedures for evaluating teacher performance?

HOW can the licensure of teachers be effectively used to respond to this challenge?

SHOULD the institutions that train teachers determine who ought to teach?

Challenge 9. To identify who ought to teach teachers.

CAN schools of education be expected to provide the range of persons with characteristics critical to enhancing teachers' educational experiences?

WHY has this not been considered a significant challenge to the educational profession in the past—and are there some circumstances that make this challenge more significant now?

CAN this challenge be responded to without changing current distribution of organizational and professional responsibilities in education?

HOW does the organizational structure of schools of education restrict the responses to this challenge?

SHOULD the same set of characteristics apply to teachers of teachers as apply to teachers? Why or why not?

Challenge 10. To respect the academic freedom of educators.

WHAT are the fundamental aspects of "academic freedom" that must be protected?

WHY is academic freedom necessary for all educators?

WHAT are the consequent responsibilities of those educators who now enjoy the protection of academic freedom?

ARE there different kinds of academic freedom?

IS it possible to defend academic freedom and at the same time encourage programmatic cohesiveness and reform?

Challenge 11. To involve the community in the education of educators.

IS this a challenge to provide educators with specific skills, or is it a challenge to change the assumptions, beliefs, and attitudes of educators?

HOW is it possible for the community to be involved in teacher education programs as they now exist in schools of education?

HOW can current decision-making bodies, resources, and procedures be used to support and encourage community involvement in teacher education and staff development? Should new ones be created?

HOW does involving the community in teacher education and staff development differ from involving them in the schooling of their children? Or does it?

WHAT can community members teach educators that may be essential to the quality education of students?

HOW can the community be involved in the decisions on teacher education and staff development while also recognizing the substantial specialized knowledge and education necessary to be an effective teacher?

Challenge 12. To ensure that the institutions included in our educational systems collaborate.

HOW can schools of education and schools be expected to collaborate in teacher education and staff development as their missions are now defined?

WHY is collaboration between schools and schools of education, at present, the object of so much rhetoric but so little effective action?

WHAT, precisely, are the obstacles in operating procedures and institutional rewards, that now hinder effective collaboration between schools and schools of education?

CAN local strategies be expected to respond effectively to this challenge? Or is it necessary to respond in a way that cuts across educational institutions and local lines?

WHAT do Teacher Corps and Teacher Centers teach us about effective collaboration between schools and schools of education?

WHY is collaboration between institutions so essential for teacher education and staff development?

WHO is responsible for collaboration between schools and schools of education now?

Challenge 13. To design a governance procedure for teacher education and staff development that is consistent and practical.

SHOULD educational governance continue to include three separate responsibilities for teacher education, staff development, and school practice?

SHOULD the governance of teacher education and staff development be a national responsibility?

IF a new governance procedure were to be developed, who should be involved in the development and how should it be done?

WHAT should be the relationship between the governance of teacher education/staff development and judgments of its performance through accreditation and program approval?

WHY are the current ambiguities and complexities of governance in teacher education and staff development rational responses to competing pressures and interests?

Challenge 14. To make time for teacher education and staff development.

HOW is it possible to make time without significantly increasing the costs of education?

IS the information we now have about the time and timing necessary for staff development being applied effectively?

HOW do educators now take time for educational experiences? How much of this time is actually spent in the educational activities themselves? How effective is it in terms of student experience?

WHAT would it take to develop a more equitable distribution of educational time and teaching time within the entire profession of education?

WHY is "educational" time and "direct teaching" time so inequitably distributed between schools and schools of education?

HOW can educational resources (libraries, publications, computers, special consultants, support personnel) be made more easily accessible to teachers and other educators?

HOW can technology be used in a cost-effective manner to support educators' involvement in educational activities?

SHOULD time and the opportunity for engaging in educational actions be addressed for a whole school as well as for individual teachers?

Challenge 15. To use research in teacher education and staff development.

WHO benefits from educational research as it is now performed?

WHAT are the important questions that must be answered about teacher education and staff development, and which of these questions can be addressed by research?

HOW can research on teacher education and staff development be stimulated to continue the recent increase in emphasis?

WHY is it a different challenge to introduce into educational practice a) products and understandings of educational research, b) processes of educational research, and c) attitudes of educational research?

WHAT are the biggest barriers to the effective use of research in educational practices?

WHAT can other professions teach educators about keeping professionals informed of the latest state of the art—and to what extent is education a unique field?

WHAT does "research" mean in the field of education? Does it mean more certainty? Universal acceptance of certain practices? Best bets? Or "hypotheses to be tested in future contexts"?

WHAT do approaches to educational investigation such as Elliott's "action research," MacDonald's "democratic evaluation," and Stake's "responsive evaluation" have to teach us about the integration of research into the practice of educating students?

WHY do many experts in educational research look at research as an opportunity

for reflection and classroom adaptation while others look at research as a way to provide prescriptions?

HOW can participation in research be incorporated into the work of more educators—especially teachers?

HOW can the misapplication of research be guarded against?

HOW, specifically, can teacher education and staff development be designed to better accommodate educational research?

Challenge 16. To disseminate experience, knowledge, and understanding of educational practices and their consequences.

WHY is it harder to instill newly gained understanding into practice than to do the research?

WHY is it necessary for the targets of dissemination to know their own educational practices and contexts? How can teacher education and staff development help?

WHY is the research, development, and diffusion (RD&D) mode not working in education?

HOW can alternatives to the "center to periphery" model used in RD&D be created for education?

IS lack of dissemination in education a communication problem? To what extent is it an institutional problem created by the differences in professional roles?

WHO are the critical persons to be involved if dissemination is to serve the education of students? How is their involvement going to be supported?

HOW can the recent discoveries about the need for continued contact with an involvement in dialogue about the dissemination issue get integrated?

HOW can technology continue to be adapted in order to contribute to school access to information and dissemination of professional practices from schools to schools as well as to other educators?

HOW can an educational language be developed that is more generally understood and clear while eliminating chances for abstract rhetoric?

HOW can educators be educated so that their theories of practice can be anticipated, understood, considered, and reconsidered as they teach?

Challenge 17. To inform the public about the role of teacher education and staff development in the education of their children.

HOW can public relations become a significant feature in the education of educators without it becoming an image-making "Madison Avenue" enterprise?

WHAT have we learned from the "accountability" movement and from educators' responses to that movement that can be applied here?

HOW does the public know about schools in general and about their own local schools more specifically (their children's schedules, what the courses mean, the teachers' educational philosophies, the expectations of the school, the productivity of their children and other students)?

SHOULD relating to the public mainly be a responsibility of school administrators?

WHY do schools of education have a special responsibility to communicate with the public while other university schools may not?

HOW does the economy and the public's relationship to industry, business, and government influence how the profession relates to the public?

Challenge 18. To apply credible standards to teacher education and staff development.

SHOULD we expect all standards in teacher education and staff development to have positively demonstrated consequences on student performance? Why or why not?

HOW should student performance be understood? Should standardized test scores be used or some other measure?

ARE current standards that are applied to teacher education and staff development counterproductive to teacher performance and subsequent student performance?

HOW do current standards relate teacher performance to student performance or teacher educator performance to teacher performance?

HOW can we set standards without reducing the possibilities for creative development of new and effective teaching practices?

WHAT good is a standard that cannot be reliably assessed? WHAT good is a standard that can be reliably assessed but which may not be related to teacher and student performance?

WHAT should happen if a set of standards for teacher education and staff development cannot be easily attained?

WHAT are the underlying beliefs and assumptions that have led to the current standards of teacher education and staff development? Are they applicable now?

Challenge 19. To accredit and approve teacher education and staff development programs in a manner consistent with the other challenges.

HOW can the benefits of NCATE be built upon and the liabilities reduced?

WHAT is the fairest way to reduce the number of accredited institutions of teacher education?

CAN or SHOULD staff development programs be accredited?

WHAT is the consequence of accrediting teacher preparation programs without accrediting staff development programs? Should advanced degrees in education serve the same purpose as accreditation in staff development?

HOW can the investigative process used in program approval and accreditation be applied as an educational experience for the investigators?

DOES education need a national accreditation process? A national program approval process?

HOW are accreditation, program approval, and the quality of education experienced by students related? Are they related at all?

HOW can the political as well as professional aspects of accreditation and program approval be addressed?

HOW can forms of accreditation be developed that reflect the spirit of the responses to the other challenges?

Challenge 20. To fund teacher education and staff development appropriately.

ARE the past funding patterns of teacher education and staff development appropriate for the educational challenges of today?

HOW much is spent for teacher education and staff development, and how much is actually appropriated?

CAN the differences in costs between teacher education in schools of education and education in other professional schools within universities be defended?

COULD redistributing responsibilities and reclassifying pay schedules throughout the educational profession be cost-effective or cost-beneficial approaches to teacher education and staff development?

SHOULD funding the professional education of educators be a responsibility of the individual educator, local citizens, the state, or the nation?

HOW can the responses to these other 19 challenges to teacher education be realistically funded? Do these responses imply more funding, a redistribution of current funding patterns, both, or neither?

ARE the current funding levels of teacher education and staff development cost-efficient in the long run?

Suggestions for Future Conferences

Here are a few suggestions for groups or individuals to go about determining their priorities amongst challenges and to link them with priorities that others favor. It is important to realize that others have favorites, but to go beyond this requires understanding why certain challenges are favored. At the same time, there must occur a joining of priorities and a discovery of different ways for all 20 challenges to be merged and result in proposals for reforms.

Here is a simple way to start. Look at the list of 20 challenges to teacher education and staff development in Section 1. Stop and think if you have any particular favorites. If you are not sure, try a little test. Put each challenge on a separate card and then arrange the cards in order of priorities. Pick out any cards that seem to you to be the most crucial, interesting, or significant challenges. Then look at the favorites you have selected, and determine if a particular reason or underlying set of values explains why you chose them.

Some people may pick certain challenges that they often encounter in their jobs. For example, a state school officer may choose governance, time, research, standards, accreditation, and funding as the most significant challenges. For other people, an underlying set of values helps steer them to their selections. If, for instance, a person chose the challenges of school as the workplace, democratic values, equal access and opportunity, who ought to teach teachers, and involvement of the community, he or she may be strongly influenced by how the values of equity and fairness impinge on the role of education in society.

There are two points to be made here. The first is that most of us have favorite challenges because of certain reasons or values which we refer to as a perspective toward education. Second, different people may favor different sets of challenges because of differing values, experiences, and concerns. We suggest that dialogue should take place where individuals compare and contrast their favorite challenges and the reasons behind their selection.

One interesting lesson was learned from the original conferences that bears on this point: It may be far easier for a group to discuss these 20 challenges than to discuss the perspective we bring to education. There is enough variety and flexibility in the possible responses to these 20 challenges that considerable negotiation can take place and eventual agreement be reached.

Eventually, there must be a focusing on the links between the 20 challenges. This can be an exercise in logical progression such as linking standards to accreditation, for example, or research to dissemination.

It may best be done by considering responses to the challenges and then finding linkages in the responses. Let us look at an example. Two favorite challenges are to focus on the school as workplace and to use research. Consider possible responses to each of these challenges. A possible response for focusing on the school, for example, is to restructure schools and schools of education so that they can better work together. A possible response to using research is to redefine occupational roles so that participation in research is attainable and expected of all educators. With the abstractions stripped away, it may now be possible to link the responses to these challenges in ways that were not apparent before.

The same process can continue—linking

the responses to many more challenges. For as we consider others' favorite challenges and other creative responses to these challenges, we may discover more linkages than we ever imagined. As we hear more views expressed and as more favorite sets of challenges emerge, we gain a better sense of how to formulate realistic and effective reforms. The more challenges addressed and the more linkages identified, the closer we will be to a significant reform of teacher education and staff development.

These suggestions take for granted that future conferences will draw participants from a wide spectrum of educational and noneducational groups. We should expect conferees to possess different perspectives and to hold very different responsibilities. Therefore, the next section lays out some concrete suggestions for designing and holding conferences in which the 20 challenges to teacher education and staff development can be debated and responsive actions designed by a diverse set of constituencies.

Suggestions will be made for two different types of conferences: formal and informal. An *informal conference* is one in which there is information exchange. A *formal conference* is a policymaking gathering. Judging from the experiences of the conferences on which this report was based, a variety of interesting and provocative conferences can be designed.

Using the 20 challenges in informal conferences. In general, informal conferences are set up to share or generate information. Informal conferences on teacher education and staff development can be designed for a variety of purposes, including understanding others' perspectives, forming and developing perspectives, searching for new responses to specific problems, critically analyzing the strengths and limitations of current practices or proposed alternatives, or searching for areas of significant conflict and agreement on possible reform. Major aims of informal conferences are to introduce more creativity and better understanding into the arena of reform.

Although we may hope for a light atmosphere that promotes interaction at informal conferences, this does not lessen the need for structure. It is vital to set up agendas in advance and to establish mechanisms for periodic reporting to participants. Do not overlook ways to keep participants engaged in the issues once the conferences have come to a close. Here are a few brief examples of how the 20 challenges can be used in various kinds of informal conferences.

- *An information-sharing conference held to find out where agreement exists and why.* Each participant states his or her general perspective towards education, in less than five minutes and then identifies his or her favorite challenges and why the favorite challenges are considered to be critical. Include specific responses to these challenges that appear most useful. Each participant takes a turn. Then compare, contrast, discuss, and analyze the range of challenges identified, the responses constructed, and the conflicts—or lack of them—represented. Report the results.

- *A conference in which experiences would serve as the basis for analysis.* Here, the 20 challenges serve as a framework for experiences to be related, compared, and discussed. Each participant, educator and noneducator alike, reflects on his or her own educational experiences in teacher education and staff development and relates the experiences in terms of how the 20 challenges either were or were not met. As a group, identify to what extent the educational experiences are or are not shared. Analyze, as a group, to what degree responses have been met, emphasizing the educational experiences of teacher participants. Report on the implications to future reform of teacher training.

- *A conference designed to search for more common agreement on a particular approach to teacher education and staff development.* Identify a particular approach to teacher education and staff development currently being used by conference participants. Each participant prepares an independent analysis of this approach, based upon

the responses of this approach to the 20 challenges. Relate these analyses. Then compare and contrast participants' analyses of this approach to teacher education and staff development. Discuss differences and agreements. See if you can arrive at some specific recommendations for improving this particular approach.

- *A conference employing critical analysis with a view to building a base for designing a new approach to teacher education and staff development.* After introducing a number of different approaches to teacher education and staff development to participants, form subgroups to analyze each approach in detail. Each subgroup then prepares a critical analysis based upon the responses to the 20 challenges. For each approach, include recommendations for improving the response to a challenge. Report on these analyses of separate approaches. Discuss and analyze the respective strengths and weaknesses of each approach. Identify common strengths and weaknesses. Report on these analyses and discuss ways to capitalize on the strengths of these approaches.

- *A conference held to develop better responses and find a more agreeable approach to teacher education and staff development.* Start with the 20 challenges. First develop an individual and then a group response to each challenge. Make these responses as detailed and as innovative and satisfying as you can. Record the detailed set of responses to all 20 challenges reached by the group. Then search for approaches to teacher education and staff development that best fit the responses to these challenges. Determine to what extent a combination of approaches needs to be integrated if these responses are to be made. Discuss whether a whole new approach may, instead, be required and how this can be accomplished.

- *A conference called to foster understanding of each others' views, priorities, and concerns and how these concerns do and do not get addressed in teacher education and staff development.* Each participant states his or her general perspectives on educational purpose, practice, and context, making it as coherent and clear as possible. A random participant then tries to draw implications from the first person's perspectives by (a) stating those challenges that may be favorites and (b) relating the responses to those challenges that may be necessary to carry out the stated perspective. Allow the first person to reply. Discuss the range of perspectives expressed and the challenges and responses for the reform of teacher education and staff development.

- *A conference convened to develop a more solid base for designing new approaches to teacher education and staff development.* As a group, discuss those questions under each challenge for which you consider more information to be necessary or desirable before new responses can be designed. After doing this for each of the 20 challenges, determine priorities in cases where more information is needed. Discuss how this information can be gained, including who can carry out the search and how the search will be conducted and supported. Discuss how results will be shared. Report the results as recommendations for research on teacher education and staff development.

Using the 20 challenges in formal conferences. Formal conferences are policymaking events. The purposes of convening them should be to determine a course of action, to draw up specific position statements, to agree on significant issues that need attention, or to deal with information sources. The intent is to exert leadership in order to change the course of teacher education and staff development.

Formal conferences may precede informal

conferences, whereby participants decide on the purpose, context, and dates of informal gatherings. Or they may follow informal conferences, in which case participants take the information generated and mold it into directives for change.

Since dialogue will be a part of formal conferences, the meetings should be tightly structured and well planned. Build in time for determining priorities, raising and discussing issues, directing resources, reporting the results, and keeping the constituents informed.

The 20 challenges can be as valuable to formal policy-oriented conferences as they are to informal, information-generating conferences. In fact, without full consideration of all 20 challenges, future policies may be based on misunderstandings and prove to be ineffective.

Here are a few examples of how the 20 challenges may be used in formal conferences aimed at reforming the policies of teacher education and staff development.

- *A conference designed to reach endorsement of actions*. Each participant prepares and identifies (a) the most significant challenges and (b) the best possible responses for reforming teacher education and staff development. Present, compare, contrast, and discuss. Determine if a consensus can be reached on the best possible responses. On items where agreement can be reached, draw up endorsements and decide how to proceed in order to ensure that policies support these responses to the challenges. For those challenges on which no agreement can be reached, recommend and distribute resources to encourage further research, dialogue, analysis, and group interaction to promote consensus.

- *A conference convened to draw up specific position statements*. Consider current public policies toward education in general and toward teacher education and staff development more specifically. Decide which of the 20 challenges are addressed by these policies and how responses are determined by them. Come to agreement on which policy is necessary, desirable, and valid for the reform of teacher education and staff development and which is not. Recommend that certain policies be changed. Devise a plan of action for change.

- *A meeting in which groundwork is laid for action*. Consider all 20 challenges to determine which challenges need the most work. Then distribute responsibilities for developing the responses to these challenges. Plan for informal conferences and other actions that may be needed to address the highest-ranked priorities. Include a statement of purpose and a designation of who should participate. Decide how these conferences are to be supported, how the information generated is to be shared, and how meeting results can contribute to significant reforms. Set up a timeline and a definite procedure for accomplishing those goals. Assume that this may be a long-term process spanning ten years or more.

- *A conference to determine agreement on significant issues that need attention*. Take current laws, policies, and routines of a state, and analyze them in terms of those challenges addressed and responses developed. This can be done for a number of states individually and then compared. Determine the measure of agreement on the range of challenges addressed and the responses endorsed and limited. Discuss and endorse specific changes where possible. Recommend more analysis and design of new laws, policies, and routines where it appears to be necessary.

- *A conference that addresses a particular problem*. Take a specific current problem related to teacher education and staff development and zero in on it. For example, take recruitment and maintenance of math and science teachers in high school or accreditation. Consider those policies that determine current responses to the problem.

Decide what policies need to be changed and how. Analyze how these policy changes may affect current responses to all 20 challenges. Then decide on particular policy changes that can better respond to the particular problem without significantly limiting the responses to the other challenges.

- *A conference that deals with information sources*. Collect information from previous informal conferences. Compare, contrast, and analyze the range of responses developed at those conferences. Determine to what extent policies exist or can be set to integrate and support the responses. Set policies for specific actions to be taken. Identify areas that need considerably more work in order to make the responses practical.

- *A conference aimed at policy, negotiation, and reform*. Consider the responses to all 20 challenges reported in earlier informal conferences as well as their recommendations made for new responses. Determine which actions can be taken now and which need more work, negotiation, or critical analysis. Make plans to continue negotiation where reform is necessary but where differing perspectives prevent formation of a single approach to teacher education and staff development. Devise ways to promote dialogue at the local, state, regional, and national levels on the topic of reform. Determine how to convert this dialogue into specific decisions, policies, and actions. Make sure this happens.

No mention has yet been made about the timetable for formal conferences. They may range from periodic meetings of several days' duration spread out over a number of months to single conferences concentrated into two or three days.

Two kinds are encouraged. One is a local meeting of various representatives of organizations convened for the purpose of redirecting local policies on teacher education and staff development. The second kind includes state and national conferences that draw representatives of diverse groups for the purpose of coordinating policy and reform actions. The reason we emphasize the interorganizational nature of formal conferences is that in order for significant reforms to be enacted, there must first be forums for policymaking; conferences confined to a single organization cannot hope to make a direct influence on state or national reform.

In short, without both formal and informal conferences taking place around the country dealing with issues of teacher education and staff development, efforts at future reform will be elusive, incomplete, and ineffective. Whether the meetings are directed toward policy formulation or toward generating more understanding, participants can expect to benefit from using the 20 challenges.

If these conferences take place as planned, educators and citizens can be optimistic that decisive reforms in teacher training will transpire. But the optimism must be tempered by the extent to which information and policies generated by these conferences is reported out, shared, and maintained. The next section will point out how conference results can be recorded and communiciated.

Structure for Reporting Future Conferences

This report is meant to be a source for future participants at conferences on teacher education and staff development. If future conferences take place with conferees using this report as a guide and the 20 challenges as a framework for analyzing and planning reforms, then this report will have resulted not in a small step, but a great success.

Something else is needed, however, if these conferences are to generate debate, understanding, and eventual reform. A communication network must be established to report back to colleagues on the results of these conferences.

Thus, we conclude with a sample format for reporting conference results as well as a list of contact persons in each organization

represented in this project. Additionally, we briefly refer to the information-collecting role that will be assumed by the ERIC Clearinghouse on Teacher Education. This is a rudimentary beginning, but it does demonstrate the seriousness of purpose that must be brought to such an ambitious undertaking as the reform of teacher education and staff development in the United States.

Format for reporting conferences. A sample conference report form is shown. It can be used to concisely record key information about conferences. The first part establishes the context: conference date, location, number and affiliation of participants, and leaders.

Three more items should be filled out: the name, address, and phone number of the person to contact for further information; the purpose of the conference; and the proposals, practices, or experiences analyzed (if applicable).

Contact people are important for spreading information on conference results. Stating the specific purpose (or purposes) of the conference helps others identify how the conference may be used for their own purposes or plans. We suggest you designate formal or informal conferences. The purposes of informal conferences are to understand others' perspectives, form and develop coherent perspectives, construct new responses, perform critical analysis, identify areas of agreement and conflict, or design a new approach to teacher education and staff development. Purposes for formal conferences include developing new policy, endorsing specific actions, issuing position statements, or forming agreements on policies.

Identifying the specific practices or proposals that were analyzed and discussed in the conferences can prove helpful, especially if people would like to obtain copies of the proposal.

After the context is identified, move on to "process" information. This part of the form pinpoints the focus of the conference. Three questions need to be answered. The responses should be kept simple and direct. The questions are:

Which of the 20 challenges were addressed? Circle "all," or the number that corresponds to the number discussed. (See section 1 for Challenges 1-20.)

What questions were raised? Be brief. Record critical questions that were raised during the discussions. Identify each question by the challenge or challenges for which it was raised. For brevity, refer to the challenge by number or by a short word identifier.

What responses were suggested? Again, be brief. Perhaps conflicting responses arose during the conferences without resolution. That fact is important to report. Key the response(s) to challenge number(s) or short word identifiers.

The last part of the form is for recording conference results: the lessons learned, the judgments made, policies stated, or reform actions taken.

By "lessons learned," we mean information or understanding generated in the conference about conflict and agreement on teacher education issues.

"Judgments made" refers to specific decisions or general assessments made in the conference. If a particular proposal were analyzed, for example, and judged to be too limited except for its referral to standards, that could be reported here. If a specific practice were analyzed and responses to certain challenges found to be particularly well done, that too, could be reported here.

"Policies stated" refers primarily to formal policymaking conferences, but it could include policies suggested if it is reported as such. Results of a policy statement or recommendation, of course, could prove valuable to others considering reform.

Some conferences may result in actual reforms. For example, a particular school district may have rewritten job descriptions for teachers; a school of education may have created a job slot in order to encourage better responsiveness to school faculty requests for professional development and support services. Record those actions here.

The next-to-last item refers to future steps planned. If the conference was an information-gathering one, for example, and specific plans were made for a formal policy conference to take place in the future, report that. Similarly, record any actions taken to further support these actions. For persons interested in building upon the contribution of the conferences, this may be

Challenging How Teachers Are Educated

Conference Report Form

Context of Conference

Date _____ Number of Participants _____

Participating Groups (and number for each)

_____

_____

_____

_____

Contact Person _____ Conference Leader _____
(name) (name)

_____
(address)

_____
(address)

Purpose of the Conference _____

_____

Proposals, Practices, or Experiences Analyzed _____

_____

_____

Process of Conference

1. Which of the twenty challenges were addressed? (circle as appropriate)
   all #1 #2 #3 #4 #5 #6 #7 #8 #9 #10 #11 #12
   #13 #14 #15 #16 #17 #18 #19 #20

2. What questions were raised and for which challenges?

_____

_____

_____

_____

_____

_____

3. What actions were suggested as responses to which challenges?

Results of the Conference

Lessons learned

Judgments made

Policies stated or recommended

Actions taken

Next steps planned

Requests for action or advice

valuable for developing their own strategies for reform.

The last item of the report form may be the most important. It allows conference participants to request information from others. Participants may request information on relevant and current research, for example. Or they may simply ask a question like, "What do you do when agreement is reached on all the challenges but funding?" Alternatively, they may ask for advice on how to get support for a particular action, once there is consensus on the issue. Or, perhaps they need ideas on how others respond to a particular challenge. Attention to such requests by conference reporters may be the most significant factor in continuing communication and building effective and practical reform.

One final suggestion is that the form be filled out at the end of a conference and shared with conference participants. This assures accurate reporting of their views and consensus on what was accomplished at the conference as well as what remains to be done.

Contact persons. Eight organizations participated in the conferences that prompted this report. Below are the names and addresses of contact persons (plus the U.S. Department of Education) who have agreed to share information about what their organizations are doing to address the reform of teacher education and staff development. Written requests for information that go beyond the materials and reports noted in the references can be addressed to the following persons (in turn, these contact persons would appreciate reports on future conferences):

American Association of Colleges for Teacher Education

David G. Imig, Executive Director, Suite 610, One Dupont Circle, N.W., Washington, D.C. 20036

Joost Yff, Senior Project Director, ERIC Clearinghouse on Teacher Education, Suite 610, One Dupont Circle, Washington, D.C. 20036

American Educational Research Association

William J. Russell, Executive Director, 1230 Seventeenth St., N.W., Washington, D.C. 20036

David C. Berliner, Professor of Educational Psychology, College of Education, University of Arizona, Tucson, AZ 85721

American Federation of Teachers

Marilyn Rauth, Director, Educational issues Department, 11 Dupont Circle, N.W., Washington, D.C. 20036

Myrna Cooper, Director, New York City Teacher Center Consortium, 260 Park Avenue South, New York, NY 10010

Association of Teacher Educators

Robert J. Stevenson, Executive Director, Suite ATE, 1900 Association Drive, Reston, VA 22091

Council of Chief State School Officers

Patrick Martin, Director of Dissemination, Suite 379, Hall of the States, 400 North Capitol Street, Washington, D.C. 20001

National Association of State Boards of Education

Phyllis L. Blaunstein, Executive Director, Suite 526, Hall of the States, 444 North Capitol St., Washington, D.C. 20001

Cathlene Williams, Information Services Coordinator, Suite 526, Hall of the States, 444 North Capitol St., Washington, D.C. 20001

National Education Association

Sharon Robinson, Director, Instruction and Professional Development, 1201 Sixteenth St., N.W., Washington, D.C. 20036

Robert M. McClure, Program Manager, Instruction and Professional Development, 1201 Sixteenth St., N.W., Washington, D.C. 20036

National School Boards Association

Eve Shepard, Manager of Information Services, Suite 600, 1055 Thomas Jefferson St., N.W., Washington, D.C. 20007

National Institute of Education

James P. Steffenson, 1200 Nineteenth St., N.W., Washington, D.C. 20208

Role of the ERIC Clearinghouse on Teacher Education. The ERIC Clearinghouse on Teacher Education would like to receive reports from future conferences on the reform of teacher education and staff development and will evaluate each for possible inclusion in the ERIC document file, *Resources in Education*. Reports of future conferences on the reform of teacher education and staff development should be sent to: ERIC Clearinghouse on Teacher Education, Suite 610, One Dupont Circle, N.W., Washington, D.C. 20036.

Thus, steps have been taken for continuing communication between different organizations and constituencies on the reform of teacher education and staff development. A reporting format has been created for efficient, if brief, reference to future conferences held on the reform of teacher education and staff development. Names of persons who can be contacted for more information about their respective organizations' efforts in the reform of teacher education and staff development have been noted. Finally, a central clearinghouse has taken the responsibility to receive records of these conference reports and to add those meeting ERIC selection criteria to the ERIC collection.

Summary

In the best of worlds, we could hope for more to be done. No agreements, for example, have yet been reached for continuing conferences at the national level. Other organizations and constituencies beyond those represented by the original eight have not been formally contacted, although the Educational Forum has been apprised of this report and its recommendations. More important, we cannot be sure if this report, indeed, will stimulate discussion and concern by the rank and file of our respective organizations to the extent we think necessary. However, some arrangements have been made to ensure that if future conferences are held, it will be possible to report them efficiently and to be sure interested parties obtain reports upon request. In this way, it is hoped, the efforts spawned in the original conferences and developed in this report can continue. The causes of teacher education and staff development and the mark they make on the education of our young will then be served well beyond what could have reasonably been expected in that meeting called to order on December 18, 1981.

Appendix

How were the 20 challenges identified? The following answers this question by describing the planning meeting and the subsequent three conferences from which the 20 challenges—and this report—were formed. In addition to answering how the 20 challenges were eventually identified, we hope that this description also gives a sense of what conferences on the reform of teacher education and staff development between participants of many viewpoints could look like. The aim of participants in future conferences should be similar to the aim of participants in the conference reported here: to improve the educational opportunities of students around the country. By looking at how participants in this set of conferences pursued this aim, we can learn a great deal about how to conduct conferences that will continue this dialogue and lead to reform.

The planning meeting and the three conferences will be described in their natural order, followed by descriptions of some lessons learned by participants about the nature of the conferences and of their involvement. The descriptions conclude with recommendations made by conference participants.

The planning meeting, December 1981. The meeting on December 18, 1981 was a planning meeting for future conferences. The intent of the conferences was to discuss a recently completed evaluation study of Teacher Corps, a national program in teacher education and staff development that was to end in June 1982, after a 17-year existence. In the planning and discussions that led to the three-year, $3 million Teacher Corps evaluation study, it had been suggested by experienced evaluators and representatives of educational organizations that such a study would be useful to the extent that the issues raised in the study were publicly debated by members of the profession at large and by representatives of the citizenry. A forum of interested observers, in fact, was built into the Teacher Corps evaluation contract, but after two interesting meetings, the forum was abandoned by the contract's federal monitor. Thus, this planning meeting in December 1981, initiated and funded by Teacher Corps, was seen as a final possibility for stimulating a national debate on Teacher Corps' programmatic performance.

With this hope for public dialogue, and with the assumption that staff development and teacher education held critical issues for education regardless of the fate of the Teacher Corps program, a proposal was written in October 1981 to the director of Teacher Corps and to the program's immediate supervisor in the Department of Education. The stated purpose was "to engage specific professional organizations in analyzing the results of the Teacher Corps evaluation study to their own policies from their own frames of reference." The rationale given was that the cost, scope, and intent of the Teacher Corps program and its evaluation study would be enhanced by a relatively inexpensive set of meetings by national education organizations.

An eventual 14-page document added four specific expectations for the participating organizations to the original purpose and rationale for these conferences. These expectations were:

1. to state where the participating organizations are on certain issues around staff development and teacher education;
2. to analyze and judge what the experiences of Teacher Corps have to say about those issues chosen and positions expressed;
3. to engage in public dialogue about their positions and their resultant analyses of Teacher Corps experience; and
4. to reshape or reinforce these positions through such analysis and dialogue.

Included in the document were a number of concerns and issues raised about teacher education and staff development. This document was the focus of the December 18 planning meeting for the project titled "Agendas for Teacher Education."

Those attending the planning meeting included officers from each of nine organizations. Eight organizations agreed to participate in the conferences: the American Association of Colleges for Teacher Education (AACTE), the American Educational Research Association (AERA), the American Federation of Teachers (AFT), the Association of Teacher Educators (ATE), the Council of Chief State School Officers (CCSSO), the National Association of State Boards of Education (NASBE), the National Education Association (NEA), and the National School Boards Association (NSBA). (One association, the American Association of School Administrators, chose a representative who was unable to attend the first conference. Subsequently, the association decided not to participate in the remaining conferences.) Also in attendance at the planning conference were four members of the Agendas advisory committee, Jim Steffensen, the Teacher Corps initiator of this project, Joost Yff of AACTE and the ERIC Clearinghouse on Teacher Education, and this writer.

During the course of the planning meeting, two worries came to light. For one, participants wanted the issues to be raised and dealt with more by way of discussion and resulting analyses of the meetings than by means of an externally imposed structure. What was most exciting about the potential of the

proposed conferences, they repeated, was the chance to discuss their respective views about their constituents' roles in the process of teacher education and staff development.

Secondly, the officers wanted to know more about the nature of the report that was to be generated from the conferences. To them, the report had a considerable risk if, for example, it reported a point of view as a policy or misrepresented a statement. They restated that the chance for unique debate was too good an opportunity to be missed, or to be stifled by fears of the public consequences of published statements.

The first conference, they suggested, should accomplish three things: It should start everyone out with a common base of reference. It should build trust among the participants. It should allow the participants to develop a set of issues from the discussions around the Teacher Corps evaluation study reports.

The upshot of this was that the advisory committee scrapped the original plan. They decided, instead, that the first conference should consist of discussions revolving around the Teacher Corps evaluation study. They planned for participants to begin developing their own sets of issues stemming from their discussions of the Teacher Corps evaluation study.

Conference one, February 1982. The first conference was held in the conference room of the American Association of Colleges for Teacher Education on the sixth floor of a building overlooking Dupont Circle in Washington, D.C. It was a large room with tables placed to form a rectangle and extra chairs located along one outside wall for a few invited visitors. Near the door was a table stacked with piles of the recent studies sponsored by Teacher Corps. Heaters were noisily blowing under large windows that revealed an early February day in which snow and sleet alternated with a bright blue sky. Microphones were spaced around the tables between every two or three name tags. After introductions and presentation of an overview, the participants turned to the business at hand, a discussion of the clarity, relevance, and implications of each of the four volumes of the Teacher Corps Evaluation Study. During the discussions on the first day of that conference, more than 160 separate points were raised about teacher education and staff development and their tie-in to present-day learning environments in the nation's classrooms. Samples of these points include the following:

> "When you go to teachers with a 'needs assessment,' you get a great variety of needs; but what do you do with that to go beyond the simple and usually ineffective workshop approach?"

> "There are so many different kinds of 'education': career education, vocational education, multicultural education. There are dozens. How do you get all these integrated into the classroom? There are difficulties when there is no practical support, such as materials."

> "How do you bring school people and the community together when they are separated by social distance as well as physical distance? Who is the community, anyway? There are many subgroups to any community."

> "Staff development means to me developing school board members, superintendents, state board members, principals, not just teachers."

> "We must look at where the budget cuts hit, for example on staff development, in fiscally limited times."

> "Inservice can be something other than the education of teachers; it can, for example, be an interactive model of exploration and problem solving techniques which have, in fact, been proven to be effective."

> "I am disappointed in the treatment of the multicultural theme in this evaluation of the Teacher Corps program. These are real problems in our context, and we have not received much direction here."

> "Research must be out in limbo, because school boards have no information when we are making policy. We're not being contacted at all."

Generally, the first day was filled with considerable frustration. There were many views expressed, but it was not clear where a discussion of them would lead. Participants were developing a sense of themselves while trying to articulate perspectives and analyses of the problems, concerns, and social contexts of teacher education and staff development. Although the discussions were extended, pointed, critical, questioning, and informative, they weren't heading in any clear direction.

Many of the concerns were ones that had recurred in the education profession for more than 40 years. Yet, that did not mean that the problems had disappeared. In the words of one participant, "Does that mean we don't do anything?" Another said that such discussions sounded abstract and academic; they lacked substance. "Why don't we just state what the realities are? We're not drawing enough on the experiences we have. Any eventual solution will have to rely on a better fit of our programs and ideas to the realities as we are experiencing them." That led to a more engaging, intense discussion. Here are a few examples of that lively interchange.

- "It's been suggested that the kids aren't learning

well enough. One of the realities I would suggest is that we're too caught up with packaging, images, formalisms. Whether we call them competency based testing, or whether we call them teacher staff development, or whatever, we're investing far more in the labeling than we are in the action. I don't think that's an empty challenge for ourselves. We've got to find ways to reward the action and to lessen the reward for formalism, that is, for plans, rhetoric, and presentations that take an awful lot of energy and don't seem to produce actual engagement between teachers educators and teachers or between teachers and kids."

- "Another one of the realities I think we have to deal with is our inability to establish who is actually responsible for seeing to it that kids learn. Back when your daddy got busy pulling corn, and sent you down the road to that school, he did two things. He assumed that the teacher would take some of the responsibility for seeing to it that you learned, and what responsibility the teacher didn't have he had himself. And who was responsible for seeing to it that you learned, that was well defined. And slowly over the years I think we've gotten away from that point considerably—today it's a difficult question, to really place the responsibility anywhere, at which level does the responsibility lie in seeing to it that the individual child really learns what society expects him or her to learn."

- "I think some people feel that teachers are in cahoots with a system or some establishment that is designed to keep people from opportunities. I think that's an issue. You know, what we are doing in teacher education to help teachers deal with that. I think they make political decisions in kindergarten. And I think they ought to know that, and we ought to teach them that."

- "Since the Havinghurst reports and others, we've had the notion of schools and teaching as a sorting function, putting some into the middle classes, keeping some out. As far as my knowledge of sociology goes, from that day on, we had a clear view of the gatekeeping function of the teacher. Now, in the 40 years since then, people have addressed the issue that teachers have to learn the crucial role they play about sorting because they're preventing people from access to the goods of society. Given that context, I need to know, and I have no answer to this, why hasn't that filtered in, so that 40 years later you're saying people need to know that. I agree it hasn't happened, okay, teachers are still ignorant of the crucial sorting role they play. And I want to know why."

- "One of the realities that I see in teacher education is the orientation to degree programs as opposed to starting early on with an expectation of a lifelong continuing education. And when there have been efforts on the part of institutions to break away from a degree orientation, we have gotten in trouble with the accrediting associations, with other quality control operations because they, too, have the image that a formal kind of program is better than a continuing informal relationship among these people."

The discussion continued. At the close of the second day, seven areas of concern, adapted partially from the document and taken partly from discussion, emerged (see Table 1). These seven topics became the focus of the second conference held in April.

Between conferences one and two, participants submitted to the advisory committee a list of three issues they considered to be the most crucial to the seven areas of concern. But no original thoughts emerged. Committee members realized also that official public statements would not be readily issued from the participating organizations.

Grappling with how to design a successful second conference, the committee came up with some new ideas. They knew they needed something to help shape discussions, continue to excite participants about their mission, and begin to challenge them to speak from their organizations' perspectives. They decided to ask four simple questions for each area of concern:

What should it be?
Where are we now?
What should be done?
What are the constraints?

Conference two, April 1982. This conference (held, as was the third conference, in a hotel meeting room near Dupont Circle) differed greatly from the first meeting. From the outset, the meeting had more focus, discussion was more cohesive, laughter was more frequent, and interchange was more natural and on target.

The better part of the morning session was spent responding to the four questions as they related to the first area of concern. The group leader used a large easel with newsprint pad to record responses. Participants soon began to realize that, as lively as the discussions and interchanges were, they weren't moving fast enough. To speed up the process, they decided that the second and sixth areas of concern were basically the same. They also identified certain questions as more important for certain areas of concern. The morning ended with a lively exchange on certification, accreditation, program approval, and the evaluation of teachers.

In the afternoon, the pace continued to pick up.

TABLE 1

Seven Areas of Concern

(From Conference One)

1. ***Function and Form of Teacher Education:*** The specificity of purpose, the focus on the clientele, the appropriateness of the design of teacher education as it is currently formed and performed by educational institutions

2. ***Experience of Staff Development by Teachers, Pupils, and Others:*** Inservice, staff development, and training as it is experienced (or not experienced) by teachers, ultimately by children, and hopefully by other educators in their professional and personal contexts

3. ***Certification and Evaluation:*** Program approval, accreditation, certification, and evaluation (and recertification) of teachers, of teacher performance, and of staff development programs

4. ***Societal Inequities as a Mission of Teacher Education:*** The social missions of teacher education and staff development, particularly to reduce inequities, to respond to minority cultures, and to improve the educational opportunities of students from low-income communities

5. ***Public Support and the Involvement of the Community:*** The support of teacher education and staff development by state, profession, and public, and the involvement of the community in staff development and teacher education programs

6. ***Using Staff Development to Improve School Programs:*** Staff development as the identification and communication of "good bets" for solving local educational problems, as an inexpensive and potentially imaginative way to improve schooling

7. ***Developing a Supportive Professional Climate:*** Using staff development and reforming teacher education in such a way that the satisfaction, status, and recognition of teachers is improved and the elitism of the rest of the educational profession to teaching is reduced

Several more areas of concern were thrown open to discussion: public support, the involvement of the community, and the use of staff development to improve school programs. Some of the greatest differences of opinion were expressed about the nature and extent of current public support.

The discussions were self-critical, positive, and revealed conflicting views. Yet they suggested a range of possibilities for action. The group had developed a sense of camaraderie and attained a degree of control over the course of discussions. At the same time they were able to display respect for others' views and to build upon them. Participants were clearly exhilarated by the experience.

Toward the end of the second morning, all seven areas of concern had been discussed and a number of points raised about what should be, what is, what should be done, and what constraints exist. Sheets of newsprint listing the different viewpoints were taped to the walls. The group decided that the next step would be to consolidate their viewpoints into three lists: what should be in teacher education and staff development, what should be done, and what are the constraints to doing what should be done.

Twenty-three statements for what should be were constructed from about three times that many in the initial lists. A consolidated list of 20 constraints was similarly constructed. A third list—of what should be done—when added up contained 71 specific actions. The lists were not ranked according to priority and consensus was not required on the items.

The last order of business of conference two—

and a real challenge—was for the group to list issues to be raised in the final report. In less than an hour the group compiled a list of 22 issues (later reduced to 20) that captured the range of views expressed about the goals, actions, current conditions, and restraints regarding reform in teacher education and staff development.

By the close of conference two, the participants had transformed the original intent of the conferences: to make public the views of each organization toward specific issues in teacher education and staff development and to draw from evaluation studies of the federal Teacher Corps program. The new intent was to create a more solid base for future discussions about teacher education and staff development, for policy formulation, and for strategies of change that would result in improvements in how teachers and other educators are taught.

Conference three, May 1982. At the third conference, conferees devoted most of their energy to the 22 issues (that final list assembled during the second conference) and a draft of the report. They wanted a publication with a constructive outlook that emphasized working together for improvements. They also expected it to generate further dialogue. Furthermore, they wanted the document to acknowledge the larger context of teacher education and staff development: that school reflects society.

After critiquing the draft report, participants grappled with the 22 issues and a way to classify them. They had to resolve whether the issues were aims, realities, or means for reforming teacher education and staff development. For example, is "school as the workplace" an aim, a means, or a reality? It is all three, the group decided. Alternative classification schemes were suggested, discussed, and discarded. The group eventually concluded that devising a classifying system at that juncture would be arbitrary and counterproductive to the wish to promote more discussion.

The group worked at whittling down the number of issues. They tried to cut the 22 down to 7 or 8 basic issues, but this proved to be too simplistic. However, two pairs of issues were combined to make a total of 20. These became the challenges presented in the report.

The suggestion for more than one report was voted down since there was a definite consensus that a single document was needed as a common base for the diverse professional interests represented in the room. A major purpose of the group was to encourage a sense of cohesion and integration of views as much as it was to serve the particular interests of each organization.

It was getting late in the afternoon and a break was taken. After the break, a few more attempts to reduce the issues (which now stood at 20) were again rejected, which began to suggest further practical and conceptual problems. Were all of these equally important? How could they all be discussed in one document? Wouldn't a prioritization be useless because of so many different opinions on the priorities?

One participant suggested a test to see whether the 20 issues could be treated independently: Take the 20 issues and look at them—again—in the light of the six areas of concern arrived at during conference two. For which area of concern was an issue essential? Reasons for including an issue in any of the six areas of concern did not need elaboration.

For example, someone suggested that "democratic values" are an obvious issue in the function and form of teacher education. Another suggested they are essential to certification and evaluation. Still a third person suggested they are essential for addressing societal inequities through teacher education, and for public support and involvement of the community.

Instilling democratic values is an issue relevant to improving school programs through staff development and vital for developing a supportive professional climate. To some participants' surprise, the resolution of this one issue was crucial to all six areas of concern.

Another issue, "school as the workplace," was given the test, and it, too, was shown to be fundamental to all six areas of concern. This test, unexpectedly, was demonstrating that each issue was critical to each area of concern (See Table 2). It was now late in the day, and the testing by participants was conducted with much banter and high spirits.

The 20 issues, it had become quite clear, had a common significance that had not shown up in conference two. Conferees felt these 20 issues could become the central focus of further analyses and dialogue on procedures of teacher education and staff development. Each issue, they noted, is essential, and together they provide a much wider perspective and outlook on the maintenance or practical reform of teacher training and staff development.

The final day of conference three was one of the continued analysis of the practical aspects of the 20 issues. Time allowed for only a few of the 20 issues to be discussed in terms of actions that could be taken by participants' respective organizations and constituents. For instance, in discussing the "school as a workplace" issue, representatives of schools of education began with a critique of their allegiance to the education profession at large. That triggered the following discussion of state formulas for funding student teacher supervision.

A: "A related issue is the formula for allocation for schools of education that do supervision. They are

TABLE 2

Matrix of Issues and Concerns

(From Conference Three)

A two-dimensional matrix was made up of:

(A) The 20 Issues

1. school as the workplace
2. academi . professional, social, technological literary
3. transitions
4. continuing education
5. democratic values
6. equal access, opportunity
7. explicit goals, missions
8. who ought to teach
9. who ought to teach teachers
10. academic freedom
11. community involvement
12. collaboration
13. governance
14. time
15. research
16. dissemination
17. public relations
18. standards
19. accreditation/approval
20. funding

(B) The Six Areas of Concern

1. function and form of teacher education
2. certification and evaluation
3. societal inequities as a mission
4. public support and involvement of the community
5 using staff development to improve programs
6. developing a supportive professional climate

The conclusion: All 20 issues must be addressed when considering *each* of the six areas of concern

treated in the same formulas in my state as if they were English professors, with sometimes 15 students in the field supervised by one professor and that would be called 'one class.' And it's nc:. And that has to do with formula allocations."

B: "If we could have the university see the school as a workplace for the university professor, I think the formula situation would be helped out. But administrators at universities sometimes don't see the elementary schools as being the workplace of teacher educators. Some state departments set approval standards that speak to that. In Virginia, for example, you have to have a two-to-one ratio or maybe a one-to-one ratio."

C: "Or we must create a system where you don't disturb anyone else's peace regarding FTEs and such, but one where collaboration receives a separate or a different kind of reward. Like I think

you had with Teacher Corps . . . another kind of funding, another kind of financial structure (without disturbing other departments)."

D: "I worry about things that are not part of the mainstream activity. When you talk about extra funding for collaboration, then it looks like that's not the ordinary activity—it is not expected from the department, from those people. I think that it should be expected. We should work to make it be that way. . . . If extra pay got built in as part of the departmental budget for collaborative activities, then that would be good. . . ."

The most heated debate in six days of conferences occurred the morning of this last day. The issue was standards. A participant from a school of education suggested that the ultimate criterion for approving teacher education programs should be the performance of the students of their graduates. The following is an excerpt from that debate, beginning with the person who initially raised the point.

A: "The ultimate test is what the student knows, not what the teacher knows. If we speak about how to assess the success of a teacher training program without looking at how the graduates perform in the classroom, we are not making much progress. The issue is not just the formation of standards but how we apply the standards, how the approver organizations rate or fail to rate. Decisions to open or to close certain programs ought to be made on the ultimate outcome, which should be pupil achievement. I'm not sure how I'd go about doing this, but we ought to at least raise the question."

B: "But people pursue questions like this, and then we educators have all sorts of doubts and anxieties. It's not an empirical question. There are no data."

C: "I'd be a little concerned about this from the point of view of our school of education. People will run out and see where our students are assigned or have been working and whether or not the students with whom they're working have achieved a certain level. I'm hoping they will, but I would be concerned about using that only. Isn't there some other way that we can ensure that our teacher-education graduates are competent?"

D: "A big danger to me is that we're asking you to be responsible for your graduates after they're no longer under your influence. Now we could measure their competence when they leave you, but you can't. . . ."

E: "Competence is an awful notion. Since so much of the teacher's learning we now understand takes place during those first couple of years, and so many of the problems of the profession occur during the first couple of years, it seems a silly notion to certify them on the end of a degree program."

F: "But the college doesn't have any role in making the decision you just implied."

E: "But it could easily, it has program approval. It can change the notion of the program. The program could be seven years, four in the college and three outside. Really, it could be done tomorrow if our colleges choose."

B: "But the point is that it's almost a moral or ethical question. As a teacher I can be responsible for the fact that I show up, that I engage the students in the curriculum that I'm supposed to engage them in, that I use good practice. And the next level is to be, 'are the children sitting in the seat?' And I might have some responsibility to see that they're seated there. And the third level would be, I want them to like it, that is, be enthusiastic about it. So somehow you're going to make me responsible for their having certain interests. And the next level would be that in class they learn something, that they actually do what I'm trying to teach. And the last level might be that when they apply for a job, they spell correctly on the application form. Now, in our culture we tend not to hold people, not even parents, responsible for the behaviors or thoughts of sons and daughters because we have some kind of faith about individuality, or maybe it's a recognition of the orneriness or persnickety-ness of individuals to have their own thoughts and have their interests and motivations. So it seems to me that if teachers use standard practice, good practice, that's where the responsibility ends."

F: "But it's also a legal question because you cannot secure damages from anybody in this society in terms of malpractice unless you can demonstrate that the practice has been 'mal,' bad. You cannot sue a doctor because your spouse dies; you can only sue if he or she used inappropriate procedures and that resulted in the death. You cannot sue a teacher because the child didn't learn."

B: "I guess that's what I'm arguing."

G: "There are a lot of other constituents who impact on pupil achievement, too. The teacher could possess all the good practice in the world, and if the principals didn't create the proper school climate or if a school system or state legislators didn't provide funding for necessary resources. . . . Teachers aren't in it alone—you have accountability across the board. . . ."

E: "It's hard to hold a teacher responsible. I think, if I may interrupt for a moment, when studying evaluations and research, this issue goes over and over about where do you stop when you talk teacher effectiveness. Is it the student's achievement? I and my colleagues try to back off from achievement as the outcome measure that teachers are responsible for and talk about a process measure, a reasonable proxy for achievement. If we can find classroom variables that for the most

part have some predictive validity, that predict achievement, the teacher ought to be responsible for those. I don't want to hold a teacher responsible for student achievement, but if I have proxies that are in some way predictors of student achievement, I ought to be able to hold a teacher responsible. It has to do with basic fairness in this issue of what's 'mal' in the malpractice issue. The 'mal' is not following practices that are known to lead to achievement. If a doctor does not clear a wound with an astringent or something, he's guilty of some crime. If infection occurs it's a separate issue; it's the use of the disinfectant that's the issue. And I think the same thing is true in teaching. A teacher who spends 16 minutes a day on mathematics is not going to get achievement. These are the proxies; these are the indicators. The way to rephrase that is to relate standards to teacher behavior. That's fair."

A: "And to teacher attitude."

E: "Well. . . ." (laughter)

A: "You think behavior reflects attitude."

E: "Well, I don't think you can tap it as easily."

A: "But I think you can because, see, I think that you can behave, you can have children spending their time on task, but I think that you can do other things to them that will still cause them not to achieve, not to learn, even though. . . ."

E: "Well, then, what you're doing to them must be behavior. Well, I mean if it's not communicated it's not behavior. But it has to be communicated. You're thinking of the expectation literature. Okay, I don't really care what expectations people hold, I care what they communicate. In that sense, it's only the behavior that really matters, and that's why I would use the term teacher behavior."

H: "I'm a bit disturbed by the discussion. . . . Is there a role for institutions which train teachers beyond graduation? And if so, what is that role? How far beyond graduation should there be a responsibility? I sense. . . ."

B: "We're warranting our teachers up to two years or 10,000 hours."

F: "Whichever comes first?" (laughter)

B: "I'm serious. The persons in our agriculture education program offer a follow-up kind of inservice to their graduates with seminars, Saturday morning meetings. That is really ideal and helpful. And I think that kind of practice or role, we should fill more. It's voluntary. People don't have to come to the Saturday mornings, but a lot of them do. And it isn't crying, it's enlightened, I-'s work on it together. . . ."

H: "I think the initial observation was very brave and courageous. As the discussion has moved along, however, I've gotten the feeling that probably you take them in, do whatever you do with them, graduate them, and whatever happens with them afterwards, it's up to state departments, state boards, school boards, what have you. I've gotten kind of disenchanted with schools of education."

B: "But here's the analogy, as I see it. It'd be as though you said that a law school ought to be accredited if its graduates win the cases. I'm saying that you can be a good teacher and the students might not achieve, the pupils might not achieve."

F: "The problem is that it's listed under accreditation. I don't think anybody's objecting to the fact that we need to evaluate programs and their effectiveness. But there are only certain things that accrediting agencies can do. They, I would think, can make sure that their graduates have certain competencies. Then you get the whole accountability issue burgeoning out into being the responsibility of various groups after that because it's not just teachers who have to be held accountable but a whole range of people within this process. And that's a complex issue."

H: "The implication of what I am saying is that any approving organization after appropriate observation, research, or whatever you want to call it, would have to take a look at what is happening to youngsters who are being taught by people under the standards which they have approved. Are the kids achieving? This is not a witch hunt, but if it's found that kids don't achieve, then to me it becomes incumbent upon the approving organizations to reexamine the standards which they have formed for the teaching of kids."

E: "To what purpose? To change the teacher behavior in the classroom. Right?"

H: "To ultimately affect changes in the behavior of the youngsters."

E: "But the immediate goal of finding a lack of achievement would be to change the teacher's behavior, what teachers teach, the curriculum, or something about the nature of the classroom."

H: "Well, if the standards which have been approved seemingly have not improved the achievement of the youngsters or modified the behavior of youngsters, then it seems to me the standards ought to be looked at very closely. Maybe they are all right, maybe there are some other factors. But we must put pressure on the approving organizations not just to give a stamp of approval and forget about it. And this goes on and on and on."

E: "We're talking about teacher background, about teacher education and staff development. Those have an impact on teachers' classroom behavior.

It's what the teacher is doing in the classroom that affects student behavior in the classroom. We often confound achievement and student behavior and I'm trying to make a distinction here because I think achievement is a separate event. These are things a teacher ought always to be responsible for, and what people ought to hold teachers accountable for is their behavior and the student behavior in the classroom."

I: "You're talking about discipline."

E: "Well, discipline, learning environment, when the kids are doing process-oriented activities versus learning a fact. It's what the teachers do and what the students do that I think we must pay attention to. Because teachers should be responsible for what kids do in classrooms. That strikes me as fair. I'm not sure that it's a direct link between what teachers do in classrooms and student achievement. I don't want to hold teachers responsible for this. I want my research to be strong enough to say that behaviors of this type lead to that, so that I can then hold a teacher responsible for those behaviors."

H: "You convince the public of this."

B: "Well, the public is convinced in terms of medical doctors and lawyers. If a medical doctor said, 'I guarantee that I will cure you of X,' he would be labeled as a quack in the community."

H: "This is how the public perceives, unfortunately, what we do with kids in classrooms. That we're quacks, we're failing youngsters."

B: "The thing is we have two different words: teach and learn. You don't learn people things, you teach them things."

A: "And you teach them if they don't learn."

B: "Sure."

E: "A teacher ought to be responsible for teaching. Now they ought to be using the best of the. . . ."

A: "I don't see how you have teaching without learning. But anyway, listen, I want to agree to teacher behavior and student behavior, rather than prolong the conversation, because I think my point is that I would just like to see us in this whole activity at least address the issue of the outcome of the whole process being in terms of the child, the learning of the children, rather than only in terms of what we're putting into the system and what we're doing as teacher educators. And I think the approver organizations are where we should start looking at this. I think we should look at schools and departments of education, but I think a significant part of this starts with the approver organizations."

As the reader can see, there was no final agreement and much remains to be debated. A listing of 20 challenges does not and cannot obliterate conflict and disagreement. What they can do is form a common base for future discussion of teacher education and staff development among the various kinds of educators represented at the conferences.

As the last meeting adjourned, participants expressed regret that the experience was ended but showed considerable optimism about ways in which their own organizations and constituents could continue the dialogue they began. The advisory panel then met briefly to discuss the schedule, format, and focus of the final report. The members reiterated the importance of the report as a study guide for internal rank and file analysis of teacher education and staff development. They emphasized the critical role that the 20 challenges would play and suggested that some parts of the outline not yet discussed (such as using the challenges to analyze proposed alternatives to teacher education) not be forgotten. The panel also repeated the previous day's request for an upbeat and positive introduction. Considering these two days of discussion and critical analysis of the draft, they suggested that a new outline of the final report be prepared and shared with all members as soon as possible.

A week later, a new six-page outline based upon the discussions of the third conference was sent to participants. It took considerably longer than that to complete a full draft of this report. In the new draft, "issues" became "challenges," and this review of the conference was added.

Lessons Learned

As the conferences clearly showed, talk is not enough, nor was it the main purpose of the gatherings. Rather, action was the final goal. The next step, therefore, is for many other educators to have the chance to engage in dialogue about these issues. Without such opportunities for interorganizational dialogue, it is clear that little policy will change or action result.

By looking briefly at these agendas conferences—which are the models for a future set of discussions—we can learn a great deal. The participants, a typical cross-section of educators and the public, had 10 lessons to share with those who might participate in upcoming conferences.

Lesson #1. We shared a number of concerns about the state of teacher education and staff development. We agreed more on the rights and wrongs of present strategies than we had expected. However, it took time to develop a sense of trust and cohesion among ourselves.

Lesson #2. Explicating the variety of topics relating to teacher education and staff development is possible. Our problems were not so much in raising issues as in coalescing them. It is easy to get sidetracked into educational formalisms, ideals, and rhetoric. Targeted questioning is needed to obtain specifics.

Lesson #3. We were just as critical of ourselves as of each other. The persons speaking from a research background were critical about the contributions of research; the persons speaking from university schools of education were critical about their performance; the persons speaking from a public perspective were critical about the information held by the citizenry; the persons speaking from teacher organizations were critical about teachers' involvement in their own education.

Lesson #4. Our general discussions on what should be done in teacher education and staff development suggested no insurmountable contradictions. There were no dramatic differences in our views of what quality teacher education and staff development would look like.

Lesson #5. Differences on no single issue seemed significant enough to suggest that it will be impossible to arrive at acceptable strategies for reforming teacher education and staff development. There are enough significant issues to consider, with a range of possible positions on each issue, to expect that a number of strategies can be agreed upon from a variety of differing perspectives.

Lesson #6. The variety of creative ideas raised suggests a number of more effective solutions for educating teachers and developing educational staffs. Although the intent of our discussions was not to brainstorm for new designs for teacher education, it became clear in our talks that there exist a number of powerful designs for consideration. If more effort is spent on creating new approaches to educators' training and development, we are convinced that more alternatives can be placed into discussion and negotiation among our respective organizations and their constituencies.

Lesson #7. We experienced more openness to discussion on teacher education and staff development, to listening and hearing others' points of view, and to expressing one's skepticism and concern than we had expected. To the extent that discussions can continue, then practical plans for enlightened actions may be expected.

Lesson #8. We found using a document as a basis for dialogue helped promote progress. Using a planning document or report to help structure meetings (in much the same way that a lesson plan imposes structure on classroom teaching) can help participants focus on the purpose and rationale for the conferences.

Lesson #9. We discovered that having an advisory panel take part in monitoring dialogue among participants with conflicting viewpoints was beneficial. Since the panel members were responsible for reaching eventual resolution in planning an agenda or revising a document, wide-ranging discussions were allowed to progress.

Lesson #10. We are more optimistic about the possibilities for collective action toward the reform of teacher education and staff development after having experienced conflict during the conferences than we were before.

Recommendations

Our recommendations from these conferences are as straightforward as the lessons we learned from participating. We recommend

- that many more conferences—local, state, and national—be convened among our respective organizations to carry on the dialogue that we began. Because each of us emerged from the meetings with our views transformed and broadened, we believe that, until many others are enriched by similar opportunities for wide-ranging discussions, organizational and public policies are likely to be shortsighted, limited, and ineffective.

- that all 20 challenges be considered simultaneously when considering any proposals for reforming teacher education and staff development.

- that an overall structure and national agreement among our respective organizations be set up so that our efforts toward reform may be coordinated. Reform of teacher education and staff development is a shared responsibility that will take coordinated efforts among teachers, teacher educators, educational researchers, educational policymakers, administrators at all levels, and our public.

Beyond these recommendations, we defer to our respective organizations to apply the imagination needed to master the challenges that face teacher education.

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